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ABSTRACT

The Community Action Program Workbook has been prepared as an aid to the many people now involved in establishing community action programs to combat poverty. It is designed to stimulate thinking rather than to prescribe given courses of action. Although it has many audiences, the workbook is intended principally for the local community groups who plan and develop programs and for the staff members of the OEO Community Action Program who analyze proposals and prepare resource grants. The workbook contains 10 parts, each dealing with a major aspect of the community action program. Most of the workbook parts are divided into chapters on given program activities, such as urban employment. These chapters in turn are subdivided into the following sections: Introduction--This section contains a brief survey of the history and general nature of the subject. Framework for Analysis--This section presents the basic purpose, policy, standards, guidelines, and suggestions for component elements of community action programs. Program Models and Examples--These are included to further assist workbook users by making available in convenient form the experience of others, and by describing program components in specific, concrete terms. The format of the workbook is a revisable, loose-leaf manual, designed for filing in a standard three-ring binder. (Author/JM)

ED103502

WORKBOOK: COMMUNITY ACTION PROGRAM

Office of Economic Opportunity

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FOREWORD

The Community Action Program Workbook has been prepared as an aid to the many people now involved in establishing community action programs to combat poverty. It is designed to stimulate thinking rather than to prescribe given courses of action. Except where specifically noted, Workbook materials should not be regarded as statements of Office of Economic Opportunity policies or requirements.

Although it has many audiences, the Workbook is intended principally for the local community groups who plan and develop programs, and for the staff members of the OEO Community Action Program who analyze proposals and prepare resource grants. The relative value of the Workbook depends on the extent to which it is useful to these and others to whom it is addressed. We are eager to have your comments on how well the Workbook meets its basic purpose, and your ideas for improvement.

Meanwhile, I hope the Workbook will prove to be a valuable tool in our mutual efforts to overcome poverty through community action.

Theodore M. Berry
Director
Community Action Program

TABLE OF CONTENTS

FOREWORD

I. THE WORKBOOK PLAN

II. COMMUNITY ACTION AGENCY ADMINISTRATION

- A. INTRODUCTION
- B. GOALS OF A COMMUNITY ACTION AGENCY
- C. PROGRAM DEVELOPMENT

III. INVOLVEMENT OF THE POOR

- A. RESIDENT PARTICIPATION
  1. Introduction
  2. Framework for Analysis
  3. Models and Examples
- B. HIRING NONPROFESSIONALS
  1. Introduction
  2. Framework for Analysis
  3. Models and Examples
  4. Bibliography

IV. NEIGHBORHOOD ORGANIZATION

- A. THE COMMUNITY SCHOOL
  1. Introduction
  2. Framework for analysis
  3. Models and Examples
  4. Bibliography

V. EARLY CHILDHOOD PROGRAMS

- A. PRE SCHOOL AND DAY CARE
  1. Introduction
  2. Framework for Analysis
  3. Models and Examples
  4. Bibliography
- B. PROJECT HEAD-START

VI. EDUCATIONAL PROGRAMS

- A. AFTER SCHOOL STUDY CENTER
  - 1. Introduction
  - 2. Framework for Analysis
  - 3. Models and Examples
  - 4. Bibliography
- B. COMMUNITY SCHOOL

VII. EMPLOYMENT PROGRAMS

- A. INTRODUCTION
- B. URBAN EMPLOYMENT
  - 1. Framework for Analysis
  - 2. Models and Examples
- C. RURAL EMPLOYMENT
  - 1. Framework for Analysis
  - 2. Models and Examples
- D. BIBLIOGRAPHY

VIII. PROGRAMS FOR THE AGING

- A. EMPLOYMENT COUNSELING FOR PERSONS OVER 60
  - 1. Introduction
  - 2. Framework for Analysis
  - 3. Models and Examples
- B. NEIGHBORHOOD DAY ROOMS FOR SENIORS
  - 1. Introduction
  - 2. Framework for Analysis
  - 3. Models and Examples
- C. RURAL PROGRAMS
  - 1. Introduction
  - 2. Framework for Analysis
  - 3. Models and Examples
- D. BIBLIOGRAPHY

IX. COMMUNITY SERVICE PROGRAMS

- A. SOCIAL SERVICE
- B. HEALTH SERVICE
- C. LEGAL SERVICE
- D. HOUSING
- E. CONSUMER EDUCATION

X. ECONOMIC DEVELOPMENT PROGRAMS

March 18, 1965

I. THE WORKBOOK PLAN

Organization

The Workbook contains ten parts, each dealing with a major aspect of the Community Action Program. This arrangement is designed to facilitate analysis of community needs in terms of broad activities such as education or employment, and to foster the development of community programs which similarly relate a variety of component projects to the larger purposes to which they contribute. Thus, the Community School, which can be regarded as an Educational Program, in this document is related to Neighborhood Organization because one of its purposes is to develop a broad program of community-oriented services in addition to satisfying educational needs.

Most of the Workbook parts are divided into chapters on given program activities, such as Urban Employment. These Chapters in turn are sub-divided into the following sections:

> Introduction - This section contains a brief survey of the history and general nature of the subject, and its significance in the war against poverty. Where statistical data are of particular importance, they are presented and discussed in the Introduction; similarly the legal background for given programs is cited where it will contribute to a better understanding of the subject. Where the introductory material relates only to a single program, it is treated as a section under the Chapter on that program. When the introduction applies to an entire Part, it is treated as a chapter in that part.
>
> Framework for Analysis - This section presents the basic purpose, policy, standards, guidelines, and suggestions for component elements of community action programs. These materials, generally in the form of questions and answers, are intended to assist (a) community groups in planning and developing anti-poverty efforts and (b) Community Action Program staff members in analyzing, and acting on applications for grants.
>
> Program Models and Examples - These are included to further assist Workbook users by making available in convenient form the experience of others, and by describing program components in specific, concrete terms. For this purpose, "models" are defined as abstract or composite ideal programs which do not exist in perfect form. "Examples" mean actual programs, past or present, which are regarded as representative of the kind of program being discussed.

Bibliographies - Like the Introduction, the bibliography is treated as a section or a chapter, depending on the extent of its application.

Format

The Workbook has been prepared as a revisable, loose-leaf manual, designed for filing in a standard 3-ring binder. Parts are separated by dividers, tabbed for easy finding. Chapters on program activities also are tabbed.

Pages are numbered sequentially within each Part and Chapter. Thus, the fourth page of Chapter A., After School Study Center, of PART VI. EDUCATIONAL PROGRAMS, is numbered VI.A.4. The next page following is VI.A.5, and so on. Where there are no Chapters, the Part and page number alone are given--thus the second page of PART I. THE WORKBOOK PLAN, is numbered I.2. This page numbering system permits ready identification and finding of Workbook material and facilitates page changes. Each Chapter shows the date of issue as a furthur help in this regard.

Distribution and Maintenance

The Workbook is being distributed to:

- -- Community Action Agency (CAA) staffs
- -- Office of Economic Opportunity officials
- -- State technical assistance agencies
- -- Community Action Program staff
- -- Other Federal agencies.

In addition, copies are sent to community planning groups which are not yet formally established as community action agencies. The Community Action Program is especially interested in giving these groups information and help, and welcomes their requests for the Workbook.

All recipients of the Workbook are placed on a mailing list to receive future additions and changes. Any new or changed Workbook material is forwarded to all persons on the mailing list under cover of Community Action Program Workbook Change Sheets which

- -- give a brief narrative comment on the nature of, reasons for, and significance of major changes and additions; and

- -- transmit page change charts showing which pages are to be added, removed, or replaced.

Change Sheets should be filed in the Workbook binder for future reference. Workbook checklists will be issued periodically to enable users to assure that their Workbooks are current and complete.

Present Content - Further Development.

The Workbook is designed as a flexible manual which will grow as material now in process is completed and added to the volume, and as still more material is prepared in response to new needs and the suggestions of the users.

The current edition is the first official edition of the Workbook. (The January 28, 1965 version was a draft for discussion only.) It is incomplete in the sense that some parts, chapters, and sections listed in the Table of Contents were not completed in time for this printing. These will be distributed as they are readied for publication. Additional subjects are already scheduled for inclusion, and these will be appearing from time to time as wholly new parts, chapters, and sections.

The relative value of the Workbook depends on the extent to which it is useful to those who plan, develop, and analyze community action programs. We are especially eager to have your comments on how well the Workbook meets this basic purpose, and your ideas for improvement. Please forward your views, and requests for copies of the Workbook, to:

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March 18, 1965

II. COMMUNITY ACTION AGENCY ADMINISTRATION

A. INTRODUCTION

For a long time, Americans have been concerned about the problems of poverty in the midst of National well-being and prosperity. Over the years, a number of major efforts have been launched to meet and overcome these problems. These efforts have ranged from private philanthropy to the concentration of programs at the State level to Federal government partnership in cooperative programs to combat poverty.

This evolutionary process has evolved such diverse approaches as local efforts supported by ARA for economic development, private foundation grants, comprehensive planning for community mental health services, federated local community planning efforts, and the President's Committee on Juvenile Delinquency. Now, out of these experiences has emerged a new concept - the Community Action Agency.

Community action agencies are organizations established at the local community level to direct and coordinate the attack on the complex of poverty problems found in the given community. The problems of poverty are a network of social ills such as unemployment, illiteracy, and poor health. To alleviate them requires a network of anti-poverty efforts, fashioned by local talent and leadership.

The community action program approach does not presuppose the abandonment of predecessor efforts. On the contrary, the intent is to bring together in one program, with sufficient resources to enable a continuing and successful effort, the scattered and often uncoordinated programs that now exist plus new programs as they are created to essay fresh approaches to community problems. Thus, community action agencies should see that existing local, State, and Federal programs are linked to each other in a concentrated drive against poverty. Assistance now available to State and local communities under the Manpower Development and Training Act, the 1962 Public Welfare Amendments, and various other programs all should be joined in any total community anti-poverty effort.

In brief, the community action agency should serve as catalyst and coordinator, acting to bring about change and to mold diverse activities into a smooth, effective instrument for reducing and eventually eliminating poverty in the local community.

Over 100 community action agencies already have been established and are launching programs against poverty under the impetus of the Economic Opportunity Act. The applications of additional groups are pending approval, and still more are expected in the future. If community action programs are to be fully effective, these agencies must make the maximum possible contribution in terms of effective program administration.

Obviously, it is important to consider prior experience in administering activities that now will be component parts of community action programs, and to avoid the errors and inadequacies of the past. It is especially necessary, judging from such past experience, that community action agencies perceive their principal role as mobilization of community resources and action, rather than authoritarian direction of programs. In no event should community action agencies monopolize authority and responsibility, i.e. "take over" the total program. Moreover, experience with other programs also emphasizes the importance of the action agency's leadership role. Agency officials must inspire and stimulate action, and consistently represent the need for dynamism, innovation, and spirited efforts.

The following chapters of this part provide ideas and suggestions concerning various aspects of community action agency administration. These are designed to guide and assist community agencies to develop and carry out effective programs consistent with the broad principles of administration contemplated by the Economic Opportunity Act. Existing materials will be supplemented by additional chapters and sections as they are prepared, and as experience under the Economic Opportunity Act adds to the store of effective administrative practices.

March 18, 1965

II. COMMUNITY ACTION AGENCY ADMINISTRATION

B. GOALS OF A COMMUNITY ACTION AGENCY

The community action agency provides the means whereby a community can take a fresh look in a coordinated fashion at the problem of poverty. It enables local citizens, local organizations, and local government to plan and act together. From their joint experiences and diverse perspectives, they try to find more effective ways to reduce or eliminate poverty.

This is a new kind of effort for American communities. All too often, previous efforts have been conceived and operated as a collection of programs, each dealing with one narrow band of the spectrum of ills that is part of being poor.

The approaches of the past are a testament to our failures to attack the roots of the problem. We have treated symptoms without looking for causes, without developing a treatment plan for organizing skills and resources to deal with the ills, without any guide to figuring out what worked and what did not work--and why.

The task can be thought of in terms of four major goals:

-- Coordination and development of services.
-- Involvement of the people who most need help.
-- Stimulation of change.
-- Total mobilization of the community.

Coordination and Development of Services

A major goal of the community action agency is to coordinate the activities of the various service agencies so as to increase the total impact of all efforts. Such coordination can mean the forging of new operating links between the activities of two of more services, such as school and welfare services, to prevent duplication and enhance effectiveness. It can also mean the development of complementary policies and programs.

Of special significance is the opportunity to develop new programs which utilize previously unavailable resources to expand the range of opportunities and services available for action against poverty.

Involvement of the Poor

A second major goal is to assure the maximum participation of the residents of the areas to be assisted, in policy development, in program planning and development, and in operations--in the latter case as employees of the community action agency or its contractors. Because of its critical importance, special efforts will be expected of the local community action program to approach the goal of maximum resident participation, however much it may be contrary to established habits of operation.

Stimulation of Change

There is little chance for a successful community action program unless participating organizations and individuals not only work together closely, but also welcome the chance to improve their internal operations and to change or discard those aspects of their programs which have proved ineffective in reaching and helping the poor.

Creating a community action agency and building a program inevitably leads to hoping and groping for ways to make the future more promising for poor people. Responsible efforts must be made to generate new ideas and to challenge old assumptions about services and the nature of the problems. Our old ideas have not and will not be enough.

Mobilization of the Community

The final goal of the community action agency is the full mobilization of the resources of the community. Such mobilization may take months or years, but there must be evidence of continuous progress. It requires planned and adaptable methods of increasing public awareness of the problem and issues as well as specific efforts to enlist the social, educational, spiritual, governmental, civic, and economic leaders and organizations.

II. COMMUNITY ACTION AGENCY ADMINISTRATION

C. PROGRAM DEVELOPMENT

Required Elements

Communities have a great deal of discretion in determining what activities to undertake and how to carry them out, subject to OEO policies and procedures. Each community action program must, however, display all the characteristics listed below.

Benefit to the poor. Services and assistance are to be limited to families and individuals living in poverty. Where the activity must be administered by areas or groups, it should serve only those areas and groups which have a high incidence of poverty. Each community decides what constitutes poverty, but its decision shall reflect the number and proportion of low-income families, particularly those with children. Among other factors that shall be considered are the following:

-- The extent of persistent unemployment and underemployment.

-- The number and proportion of persons receiving cash or other assistance on a needs basis from public agencies or private organizations.

-- The number of migrant or transient low-income families.

-- School dropout rates, military service rejection rates, other evidence of low educational attainment.

-- The incidence of disease, disability, and infant mortality.

-- Housing conditions.

-- Adequacy of community facilities and services.

Progress toward eliminating poverty. The program must give promise of progress toward eliminating poverty in the community, or toward eliminating one or more of the underlying causes of poverty. A community action program may do this through developing employment opportunities; improving human performance, motivation, and productivity; or bettering the conditions under which people live, learn, and work. The aim of community action is not merely improvement in the standard of living of the poor but provision of opportunities and assistance needed to enable poor people to move into the mainstream of American life.

Use of other programs. A community action program must provide for the re-direction, extension, expansion, or improved use of existing programs and activities. It should also make maximum use of untapped resources available under other Federal programs, including those authorized under the Economic Opportunity Act, as well as of previously unused community resources, public and private.

Generally, assistance under Title II A of the Economic Opportunity Act will not be made available except where it is not feasible to use another Federal aid program. Nor will aid be made available under Title II A where there is evidence that existing community resources are not being fully used to meet the need in question.

Sufficient scope and size. A community action program must provide for an adequate range of activities, and for the necessary linkages among such activities, to ensure a reasonable prospect of success. Where the full scope of services and activities cannot be provided immediately, plans should be made for their inclusion at the earliest practicable opportunity (see "Building-block" approach, below).

Programs should be of sufficient size to deal efficiently and expeditiously with the problems toward which they are directed. However, this need not prevent concentration on a particular "target" neighborhood or area where problems are especially severe; nor does it mean that programs that are small and limited in scope will not be assisted.

"Building-block" approach. Many communities may not be able to start with a program that links various efforts and service systems into an effective, coordinated attack on poverty. Such communities may decide to use a "building-block" approach, beginning with one or two essential projects and subsequently adding others.

Communities may combine this approach with a program development stage preceding or accompanying the first action projects. The Office of Economic Opportunity encourages requests for program development assistance concurrent with assistance for the conduct of limited programs embracing components on which early action is most feasible. The individual initial projects eventually should become component parts of a broader coordinated effort. Approval of subsequent assistance will depend on evidence of progress toward this objective.

Program Development Phase: A Suggested Work Plan

Inventory of poverty. The community action agency should analyze data on the character and incidence of poverty both in the community as a whole and in census tracts, numeration districts, and other appropriate sub-areas. These data are obtainable both from local agencies and published sources, and will meet the community information requirements in all categories as set out in the Community Information (CAP-5) part of the Application for Community Action Program Grant form. Neighborhoods and areas with the greatest concentration of poverty can thus be identified for priority treatment.

In addition, the nature and incidence of certain special problems should be identified, including: dependency and low income in families headed by women; dependency and low incomes among the aged and the households they head; youth employment problems; unemployment; high morbidity or high infant mortality rates in particular sections; areas with a high incidence of substandard and dilapidated housing; school districts with high dropout rates; lower scores on standard achievement tests than in city or national areas, or high training rates; areas with high crime or juvenile delinquency rates, and areas with a high percentage of adults who have less than a high school education.

Valuable data on such subjects can frequently be gleaned from previous community studies, urban planning reports, school records, and newspaper reports, as well as from discussions with area residents, and informed professionals in health, education, police service, social welfare, and physical planning.

Analyzing Existing Agencies and Services

The community action agency should review and evaluate the relevant activities of existing agencies, both public and private, concerned with significant aspects of the problem of poverty. This review should identify the character of the services and assistance now being provided, the number and kind of clients it is reaching, the apparent impact of the program, and the problems which are not being met. The review should cover the public schools, with emphasis on the availability of remedial and non-curricular programs; welfare services, health, housing, employment training and counseling; and the related and similar activities of other public agencies. Major private social welfare and social service agencies should also be reviewed.

Information from service agencies should be obtained by both self-survey reporting methods and by use of expert staff to assist in the evaluation of programs. Valuable leads and insights as to the effectiveness of some programs can be obtained by interviews with residents of the areas in greatest need, who are users of the service.

"Major impact" organizations which should be surveyed might include departments of welfare, public health services, out-patient clinics of public hospitals, schools in deprived areas, employment services, and public housing agencies. In reviewing the services of such programs and their capacity to serve the poor, the following criteria are suggested as ways of looking at policies, administration, and program. The same considerations would apply in the design of new organizations.

Function and orientation. The legal and statutory base of major impact organizations should permit their chief purpose to be service to the poor, and eligibility requirements should allow the maximum inclusion of low-income people. Services should be preventive as well as ameliorative. The attitude with which the organization approaches its responsibility should be positive and non-punitive.

It is essential that these organizations recognize the importance of individual and group differences and that they appreciate the values and aspirations sometimes related to cultural differences. At both policy and program levels, the poor should have the opportunity to participate, consistent with their willingness and capacity. In addition to providing specific services, major impact organizations should be responsible for trying to make the changes necessary for culturally deprived people to reach their maximum potential development.

Accessibility. Major impact organizations should be financially and geographically accessible to low-income families. They should be administratively accessible as well so that people do not need to negotiate complicated administrative procedures in order to receive service.

Services should be offered during hours of the day that are appropriate to the needs of the people, and waiting periods should be kept at a minimum.

Continuity. Major impact organizations should provide for continuity of service to eliminate delays and barriers to assistance. The needs of the people should be met by a range of services--preventive, diagnostic, remedial and rehabilitative--that are closely meshed and free of gaps. Responsibility for cases should be pinpointed and provisions made for follow-up.

Flexibility. Major impact organizations should be flexible in administration and programming so that they can meet both the existing and the changing needs of low-income families. Opportunity for program innovation and experimentation should be provided and encouraged.

Efficiency. Major impact organizations should be of sufficient size and scope to have an impact on the problems linked with poverty. They should provide maximum return for the dollar based on the cost of the service, its purpose, the number of poor who are served, and the time required for such service.

Accountability. Major impact organizations should be accountable to the public in terms of their functions, policies, finances, services, and performance. The public should have an opportunity to express its needs and desires, and the service organizations should respond to these needs and desires, taking into consideration the realities of personnel and financial limitations.

The Synthesis - Indentification of Problems and Design of Program

The basic ingredients for the program design phase are the information on the extent of poverty, on the strengths and limitations of the major impact organizations, and on the felt needs of residents in the areas most requiring help. To these ingredients should be added the previous experience of the local community, information gleaned from other communities, findings from other research projects, and the opinions of qualified experts.

Program design should emphasize both the critical problem neighborhoods and those where the prospects of reducing poverty are promising. While a balanced program is essential, it is important to avoid an unrelated potpourri of action efforts resulting from pressures by groups which are only interested in promoting conventional programs. The community action agency must take a critical look at why many ongoing efforts are ineffective in reaching the poor and helping them move out of poverty. And while change for the sake of change is foolhardy, sound efforts to innovate and experiment should have a high priority in program development. When pilot programs are undertaken, however, the impression should be avoided that a limited program is going to have a major impact on a problem for a large number of people.

The results of studies should be shared with responsible organizations and neighborhood residents, and they should be urged to suggest solutions. Programs which will involve major impact agencies or a target area should always be developed in conjunction with the agency and area residents. While the process of developing a program is important to its success, the real objective must always be the action program itself.

It is essential that the community action agency have sufficient authority, respect, and competence to be able to propose and implement new services when appropriate. Standards of reasonableness, feasibility, and per capita costs for anticipated return must be kept in mind.

In developing programs, the community action agency should be fully prepared to use funds available under other Federal, state, and local programs. All possible avenues of financing and support should be reviewed and encouraged.

As programs take shape, they should be reviewed with residents of the areas to be served in the light of a series of critical questions:

-- Is there a theoretical framework into which the various components logically fit?

-- Are "political" realities being met?

-- How do the various components fit together? Are they mutually supportive, independent or contradictory?

-- Has the program planning staff been able to identify key points of intervention into a particular problem?

-- Are there critical points of conflict which will emerge if a program is recommended? Has sufficient support been developed on the policy board and among area residents?

-- What critical phasing factors must be considered, e.g. availability of personnel, lead time for training, start of school year, availability of building space, delays in funding, etc.? Is there a logic to the phasing sequence?

-- Are projects innovative or do they reflect capture by traditional agencies for traditional programs?

-- In the over-all program plan, are there logical reasons for the priority schedule?

-- Have the components been designed so that they can be evaluated? Are goals clearly stated and are target populations clearly identified?

-- Are there plans for monitoring and evaluation of programs? Is there a method of feedback of information to the program's administration?

-- If the program proves "successful" is there a readiness to adopt it on a broader basis?

-- Are the community action agency and its cooperating agencies willing to listen to soundly based criticisms of their plans and operations? Are they especially sensitive to complaints of arbitrary action on program administration?

March 18, 1965

III. INVOLVEMENT OF THE POOR

A. RESIDENT PARTICIPATION

1. Introduction

The Office of Economic Opportunity mandate, expressed in the Economic Opportunity Act, that the intended benefactors of community action programs shall have a genuine say in the plans for, and operations of services and opportunities which derive from the Act, is an event of national import. It is a first in specifying such provisions and expectations. The legislative intent dramatizes the inaudibility--hence the apparent passivity--of poor people about matters of great concern to them.

The following section on Resident Participation touches on several methods and assumptions on which they are based, now in use to try to achieve the goal that poor people organize themselves for actions which they believe will lead to changes of major significance to them.

It is a partial, a preliminary report. Purposefully, it does not suggest standards or other qualitative evaluations. Such an attempt indeed would be premature. It will achieve its purpose if it serves as a short-lived statement against which current methods are evaluated--new methods developed.

March 18, 1965

III. INVOLVEMENT OF THE POOR

A. RESIDENT PARTICIPATION

2. Framework for Analysis

One of the major problems of the poor is that they are not in a position to influence the policies, procedures, and objectives of the organizations responsible for their welfare. As a result, these organizations tend to become separated from the poor. They are oriented toward the interests of the politically effective sectors of society. This operates to the disadvantage of the economically deprived when the interests of these sectors are in conflict with those of the poor.

Unless they can acquire increased influence over the performance of the organizations established to serve their needs and interests the probability of low-income people improving their circumstances and moving out of poverty is minimal. They are powerless to counteract the tendency of such vital resources as the schools, health, welfare agencies, and employment service, to disassociate themselves from the unique problems, attributes, and interests of the poor.

For these reasons, it is required that every Community Action Agency give priority attention to resident participation, that is to increasing the capability of the client populations to gain representation and influence community affairs. This mandate is both explicit in, and essential to the functions of CAP.

Community Action Programs have one overriding purpose: to promote the development of conditions and services required for the poor to realize social and economic self-sufficiency. This purpose translates itself into two priority and interrelated functions.

- -- To design and implement services which have the capacity to change the future for the poor.
- -- To achieve better interaction between the organizations which provide service for the poor.

In setting this mandate for increased resident participation, the OEO fully recognized the difficulty of the task confronting Community Action Agencies. One difficulty is the fact that the low-income populations, like their more economically favored counterparts, do not all think or act alike. They are also composed of diverse groups, expressing varied interests. Undeniably, this poses problems for the CAPs in establishing good communication with local populations. Constituent groups may vie for the role of community spokesman, engaging in a competition that fosters intergroup strains and antagonisms, as well as hostility toward the CAA.

Another real difficulty can arise from organizational activities of a CAP, designed to assist low-income groups acquire political effectiveness. If they achieve some success, the groups often use their increased competence in protest activities. These may include expressing a grievance against major established programs in the community, such as the schools or welfare services. If these institutions resent and feel threatened by the visible criticism, they may turn their rancor against the CAA in an attempt to discredit and curtail its efforts to organize low-income residents for political effectiveness.

The greatest difficulty, however, is not with the problems arising from successful resident participation, but, in fact, in developing participation in the first place. Many factors inherent in low-income life act as restraints to effective participation:

-- Poor people, in general, are preoccupied, and frequently overwhelmed by concrete daily needs. Their attention is absorbed by the fundamental problems of self and family maintenance.

-- Many low-income people do not believe they can affect the world in which they live. For some, the world appears to be intentionally arrayed against them, and organized to enforce their dependency and submission. They are aware of the kinds of punitive actions sometimes taken by service organizations and government bodies. For others, the fault is viewed as their own. They see themselves as inadequate for the task.

-- For many the habit of apathy is long established and difficult to change. Most devastating, perhaps, is the paucity of information and knowledge among the poor about the actions which can be taken.

-- They have little understanding and acquaintance with the social policies shaping their lives, let alone with the means and procedures for changing them. This, in addition to a lack of awareness of their rights and privileges tends to enforce withdrawal from public affairs, creating a dependency on "outsiders" for representation in the organized sectors of community life.

-- The dependency on "outsiders" is increased by the shortage of trained political leadership among the poor. In large part, this stems from a lack of appropriate organization for developing such leadership.

Self-managed groups specifically created for or oriented to social action are rare among low-income populations. As a result, these populations usually do not have means for training leadership capable of representing them and promoting their interests with the institutionalized sectors of community life. The availability of leadership is further diminished by the fact, these populations are unable to offer such leadership adequate rewards. When potential leadership does emerge, it often turns to other sectors of the community where leadership talent will bring greater personal benefit and advancement.

-- In spite of the restraints, there are always a number among the poor seeking opportunity for participation. Many among these are frequently discouraged by the character of groups generally available to them, purportedly for purposes of political expression. These groups are established and administered by "outsiders", supposedly in the interest of the poor. Yet, they are organized and conducted in a style low-income people find difficult to cope with. The discomfort and frustration these groups evoke for the low-income person forces his withdrawal, whether it assumes a physical or psychological form.

Overcoming the restraints to increased resident participation, and contending with some of the possible consequences precipitated by this course of action, is without question a demanding and complex assignment for Community Action Agencies. No ready-made and tested solutions exist for accomplishing the task. However, there is no reason to believe the task unfeasible, if a CAA is honestly committed to resident participation and its significance for obtaining CAA objectives and is willing to approach the assignment. Actually, action once begun may well prove these claims of complexity to be an illusion. One of the tragedies of social service has been the minimal effort extended in attempting to invest the poor with self-managed and independent political influence. Our knowledge of procedures necessary to achieve this end, therefore, is negligible. This lack of knowledge, alone, may lead to an overestimation of the difficulties involved.

Although extremely limited, some knowledge and experience exists to guide CAAs in developing resident participation. The subsequent review of some of the methods that have been employed should only be considered suggestive. The characteristics of low-income populations, and conditions restraining resident participation will vary with communities. Each CAA must analyze both, and adopt their methods to the particular situation if they are to maximize the probability of success. Solutions must be adapted to the circumstances confronting each individual CAP.

The most promising methods are related to each of two distinct approaches to the task of increasing resident participation. One approach directs itself to securing participation of the poor in the CAA itself, placing them in positions within CAAs that permit the poor to influence the objectives, policies, actions and services of the organization. The second approach seeks to assist the poor in developing autonomous and self-managed organizations which are competent to exert political influence on behalf of their own self-interest. Strategies related to each approach will be discussed separately in the subsequent section.

The following are among the methods and claims now being tried. There is no solid empirical evidence to validate the claims of effectiveness of the several claims and approaches.

-- One method employed for organizing the poor is the development of associations based on common problems and grievances. Services are established to help individuals and families resolve problems confronting them in areas such as education, welfare, housing and health. As persons sharing similar types of problems are identified, they are encouraged to join together in association and utilize their collective strength for correcting their grievances. Persons experiencing welfare problems engage in organized action to improve welfare services; those facing consumer problems join to protect themselves against malpractices in the retail shops, etc. Often associations form around tenant interests, and negotiate with management in the resolution of housing issues which affect their lives.

-- Another method utilized is the reinforcing of existing organizations directly managed by the poor. These organizations are provided with resources, such as facilities, equipment, and staff, necessary to strengthen their operational ability and effectiveness. With enhanced resources presumably they will be more capable of expanding membership, an essential for political effectiveness and offering their developing leadership incentives to remain and serve the interests of the poor.

Organizations selected for this kind of material assistance and professional help must be chosen critically. The Community Action Agency must be confident that the indigenous organization selected has the potential to develop and seeks to affect conditions detrimental to the poor. Not all organizations of the poor have this commitment.

In some instances attempts have been made to assist local youth groups in evolving a program of social action. The assumption is that this method offers a special potential, as youth are more apt to retain hope that collective action can be productive.

-- A third method is to establish information and interpretive service for the poor. These are organized to alert and explain for low-income groups the problems, social policies, and issues which affect their lives, and acquaint them with means and methods for changing them.

While it is generally assumed that the transmission of information is fundamental, if the poor are to become politically effective, two precautions must be taken in establishing such a service.

Transmitted material and explanations must be styled to the prevailing forms of communication common to the client population, and ready assistance must be available for those clients who are stimulated to act on the basis of the information. Ignoring these precautions will defeat any potential value of such a service.

-- Another method considered by some to have merit is facilitating the opportunities for the poor to participate in protest actions, mounted by communitywide and national organizations. Such participation, advocates claim, reduces the tendency for defeatism among low-income people. The experience exposes them to the possibilities of effective social action and enhances their confidence that through collective effort they can affect and improve their circumstances.

-- One other method viewed by many to be especially productive is enabling low-income groups to develop, administer, and operate their own self-help services. Assistance is provided to make it possible for the poor to establish their own counseling, consumer education, employment, as well as other types of services. Success in this form of enterprise may have great value. The very existence of the services makes the established services more attentive to the way they engage the poor. It holds the threat of revealing them as being relatively ineffective when there is competition for clientele. In addition the poor are provided experience in organizational management. They gain the necessary skills and attributes, and occupy an organizational base, propitious to competing for an increased share of the private and public funds channeled into social services.

To maximize the influence of the poor on the administration and conduct of CAP, the approach utilized requires two complementary and often overlapping sets of methods. One set relates to establishing communication with the poor, that makes the Community Action Agency sensitive and knowledgeable about the concerns and interests of the clients' population. The other set is formulated to maximize the CAA's response to these concerns and interests and insure that every reasonable effort is made to translate them into policy and procedures.

A simple, but limited, method for establishing a form of communication resides in the use of uncomplicated research techniques. Small surveys can be constructed to identify various attitudes and opinions about the operation of the Agency. Use of this method, to be truly productive, requires the CAP include staff competence in establishing a sample of respondents, and developing the research instrument. Also, the resultant product has little value unless subjected to skilled analysis. When such competence is not built-in, a less demanding alternative can be used. Informal interviews with selected residents are helpful, exploring through unstructured conversation the points of view of the poor toward the CAA. Information, gained through this technique, is greatly improved if care has been taken by the CAA's to identify those individuals among the client population best qualified to speak for their neighborhood. When used, however, the information obtained must be immediately recorded after the interview if it is not to lose accuracy in the reporting.

Another method for enhancing communication is in the use of appropriately selected residents in staff positions. These persons will possess an all important ability for interpreting the views of the poor. In addition, the client population is apt to be more comfortable in expressing its sentiments and opinions to persons viewed as one of their own.

Extreme caution, however, must be used in the selection. Frequently, CAA's err in using verbal facility and congeniality as the criteria. Or, they pick persons who prove most comfortable within the organizational setting. These attributes, if relied upon, can be misleading. Often they lead to the selection of persons who are inclined to disassociate themselves from their neighbors, and identify with persons in more fortunate economic positions. A number of means are possible for minimizing the possibility of improper selection. The association of applicants can be checked to determine the types of individuals and groups with which they interact. Also, informal references on the applicant can be secured from residents.

One condition which CAA's must be alert to counteract, if it appears, is the tendency of resident staff to reorient their social perspectives and allegiances. Frequent association with professionals can diminish their identification with fellow residents, limiting their effectiveness to interpret for the poor.

One other method important for promoting communication is the formation of client advisory groups. These groups can provide feedback to staff for evaluating a program and guiding its operational policies. These groups are only meaningful, of course, if given a defined and visible productive responsibility. When this is not the case, their establishment can generate dissatisfaction with the Agency.

Regardless of how well developed, communication links have little purpose unless the transmitted information is used to guide CAA performance. Methods must be invoked to insure the communication is used for guiding administrative decision-making and policy formation. It requires the client be permitted to exercise influence at the top level of organization, of the client population.

Insuring that the client population shares authority for the development and management of Community Action Programs is a federal requirement. Involving the poor at the administrative level of CAA's is a condition of funding. This condition cannot be satisfied by a mere symbolic act of placing a member, or members, of the client population in the policy group of the organization. It is required that the poor and the advocates of the poor occupy positions of evident influence.

The condition will only be met if CAA's consciously and publicly promote the moral conviction that all men and especially the poor, regardless of present status, are able to shape their own destiny and welfare. Compliance with the condition demands that the CAA demonstrate its complete faith in the poor to accomplish these purposes.

The preferable manner for establishing influence and particularly in policy determinations, is to appoint representatives of the poor to the board. Representatives, as defined in this instance, are individuals who are affiliated with an organized constituency and are formally, or informally, invested with authority by the constituency to act for it.

Few true representatives are found in low-income communities. This is due to the paucity of organized groups of significant size. While many variations in grouping exist within these communities, there are seldom any of a sufficient size to assert a claim for representativeness. As a result most CAA's will have symbolic representatives for board participation. Although this is a gain, it cannot be considered as fully representative of the poor. The CAA will have to deliberately and constantly enhance the viability of autonomous groups or consciously seek to create these where they do not exist, if the chosen representatives are to have constituencies to represent.

Even when one or more groups, considered of sufficient size, are available, the method of direct representation alone is not enough. These groups, irrespective of numerical strength, will not incorporate all economically disadvantaged residents. It is a proven fact that the very indigent seldom participate in formal organizations. Their interests, therefore, will not entirely be articulated by the group representatives. Other strategies must be invoked, if the CAA is to respond to the total client population.

When representatives are not available, or insufficient in number, an alternative method is to appoint to board positions, individuals drawn from the poverty population who do not necessarily represent local organizations, but who can serve as interpreters of the poor. These are individuals sufficiently familiar with the unorganized poor that they can effectively speak in their behalf.

Obviously, selecting the best interpreters is not easy. Two factors complicate the procedure: a determination of the variant interest groupings among the unaffiliated, and the identification of an effective interpreter.

There is no quick method to overcome either complication. Use of survey and informal interview, when possible, are unquestionably helpful. The fastest means, offering some degree of reliability, is to query persons in the community occupying formal and semi-formal positions, such as church leaders, policemen, shop keepers, social service personnel, etc.

Competent individuals drawn from the general community, who have a special understanding of the poor and a personal investment in their welfare, can be placed on the board. It becomes a special responsibility of such persons to establish a close working contact with other representatives on the board and to be informed of their thinking and responses to policy issues. When pertinent issues arise, the competent individual can aid, augment or substitute for the appointees in promoting the expressed interests and prescribed positions of the poor.

It should be a policy of boards that appointees from the client population only serve for a reasonable period of time.

Periodic turnover has obvious advantages. Low-income communities are prone to experience relatively rapid shifts in populations. Through changes in board membership, any shift in population interests are more apt to be articulated in CAA actions. Also, intermittent changes in the composition of the board minimizes the possibility of the appointees learning to perform in a ritualistic manner and losing touch with the resident population.

CAA's must plan ways of providing appointees from the poor prestige and constructive functions, if their influence is to be maximized. It is imperative that the importance of their role be very visible to both the residents and other board members. Tasks such as acting as liaison for the board and administration to local groups, or, when qualified, speaking to groups from other economic sectors about the CAA and its activities are suggestive of the ways prestige can be intentionally created.

It is, also, important that the appointees be included on the board at the earliest reasonable moment. When excessive delay occurs, they are placed at a great disadvantage. Board patterns quickly become routinized and ordered, and it is more difficult to establish a position of authority for resident participants when they enter at a later date.

As previously indicated, tested knowledge on maximizing resident participation and political influence is minimal. We are only beginning objectively to explore this issue. In all probability, there are no uniform methods that fit all situations. Ways and means will vary from community to community. What will be most immediately apparent is the degree of commitment that the CAA demonstrates as it attempts, through resident participation, to maximize the opportunities and means for poor people to exercise influence and power over their own destinies.

March 18, 1965

III. INVOLVEMENT OF THE POOR

B. HIRING NONPROFESSIONALS

1. Introduction

The employment of nonprofessionals on the staff of community action agencies is consistent with the requirement of the Economic Opportunity Act of 1964, that community action programs be "developed, conducted, and administered with the maximum feasible participation" of the low-income individuals and families for whom the assistance is intended. Within this mandate there is room for a number of program goals. While several of these may co-exist, differences in their priorities will affect the way in which nonprofessionals are recruited, trained, and utilized in the program.

Community action agencies should carefully consider the following principles and ideas in planning for the employment of resident nonprofessionals on the agency staff.

An anti-poverty program should make jobs available for disadvantaged persons.

Even such a simple statement is open to ambiguous interpretation. It may, for example, imply that the creation of jobs should be a means of expanding employment. However, the number of people who can be employed in anti-poverty programs will be relatively small when compared to the total number of persons in the United States who are unemployed or underemployed. The intent of such programs should be contrasted to proposals for standby public works, which would have as a major aim massive economic stimulation and employment on a large scale. On the other hand, it would be unwise to reserve for professionals all new jobs that come into being as a result of the anti-poverty program. Nonprofessional people should be employed in the program not only because professionals already are in short supply, but because the poor themselves should share in the direct benefits of the program as well as in improved services. In this respect, the employment of nonprofessionals from among the prospective program clients is a form of job creation. It is reflected in these documents chiefly by the attached model program for the employment of workers for routine tasks.

Existing professional shortages create a need for new staffing patterns to expand helping services.

This implies a new division of tasks within conventional professional roles. It demands that attention be given to the restructuring of jobs within existing service patterns. One of the accompanying models for the employment of residents spells out examples of this in a series of aide categories.

Nonprofessionals, especially local residents, can perform certain tasks better than middle-class professionals.

This statement implies not only a reorganization of tasks, but also the creation of new kinds of functions, as illustrated in the accompanying model for neighborhood workers.

Employment of nonprofessional residents is one way of achieving resident participation in the total program.

This constitutes a means for immediate, direct action which should not be overlooked.

A subsidiary goal, but an important one in long-range terms, is the gathering of information and assessment of the contribution of nonprofessionals as a guide for future job creation in the human services.

The anti-poverty program itself is not aimed at the creation of a very large number of jobs, but the experience gained in the use of nonprofessionals can help eliminate existing barriers of education, sex, and experience that now militate against employment. The successes and failures, the rewards and problems, involved in new staffing patterns can be assessed in relation to ongoing institutions such as education, health, welfare, and employment services.

Effective Commitment

The commitment of the community action agency is only in part reflected by the number and kind of workers it hires. One would question how seriously an agency intended to take its nonprofessional workers if it utilized only a few of them in a single program component, all assigned to routine low-level tasks. Even large-scale use of nonprofessionals does not guarantee commitment. In fact, inclusion of a large number of positions without adequate design for training and feedback may reflect a kind of romanticism about poor people that can be as dangerous as rejection of the whole idea.

This caveat implies that although one assumes the potential of local residents, the need for development of that potential is crucial. Where program-makers have romanticized the innate capacities of the poor, confusion has generally been followed by return to an authoritarian pattern of direction and administration of service.

Sound Planning is Essential

No program contemplated in the anti-poverty effort has so many uncertainties as the employment of the poor themselves, because the goals deal more with process than with defined ends. This process has two aspects--the personal and career development of the nonprofessionals and the shifting pattern of services implied by their inclusion in the program. In addition, maximum staff interaction provides learning experiences for the professionals as well as the nonprofessionals. One of the prime functions of nonprofessionals is to provide a continuous "feedback" of information on whether the programs are accomplishing their purposes. They should also suggest ways the program could be altered to be made more successful, and ways of more effectively involving poor people.

Let us assume that a resident of the target area is employed as a neighborhood worker with certain organizing and liaison functions. He becomes involved with problems relating in part to the inadequacies of a particular agency in responding to the needs of an individual, a family, or a group of families. Such problems could arise in regard to welfare, health, housing, placement service, or education, each a semi-autonomous agency. The nonprofessional may be able to convince his own professional colleague of the need for change, but what happens then? It is almost impossible to effect change in large organizations from the outside. The problem is to balance the desire for change on the part of the community action agency and the realization of the long-term effort required. It is important that this realization be a part of the orientation of the nonprofessional so that failure to change immediately will not damage morale. The worker should be acquainted with the necessity to organize his clients around changes which may only come when consensus develops in the neighborhood, and when that consensus can be made effective through community organization.

March 18, 1965

III. INVOLVEMENT OF THE POOR

B. HIRING NONPROFESSIONALS

2. Framework for Analysis

WHAT CONSTITUTES EFFECTIVE COMMITMENT ON HIRING NONPROFESSIONALS?

A variety of people will inevitably apply and be hired as nonprofessionals. Few will come prepared to do the specific job for which they were hired. A program they are involved in has to take into account their need for training. It must assume that for an initial period their productivity or effectiveness (however measured) will not be substantial. In some cases, they may become just as effective as persons with ostensibly higher qualifications; in others, their effectiveness may depend on maintaining a slower pace than might be expected from others. It is impossible to predict with present knowledge how such individuals will work out. But commitment to the program requires:

-- Clear specifications of the tasks involved in the job,

-- Adequate allowance of time for learning the job,

-- Adequate investment in training and supervision.

Commitment of those writing the proposal is clearly no substitute for thorough staff understanding of intent. Professionals in the program must see the nonprofessionals as something more than hewers of wood and carriers of water. They must perceive themselves as engaged in staff development, as well as in their primary role of service to clients.

WHAT KINDS OF INFORMATION ARE NECESSARY FOR SOUND DEVELOPMENT OF A PROGRAM FOR HIRING NONPROFESSIONALS?

Knowledge of the population characteristics of the target area is useful in planning employment of nonprofessionals. Such variables as age, minority status, income level, and rates of unemployment provide clues to their willingness to participate. Unfortunately, up-to-date information of this kind is not always available. Recruiting for nonprofessionals should in itself provide data, though not on a systematic basis, at least about the nature of the applicants and their relative numbers with specific demographic characteristics. Because it is impossible to anticipate the nature of the applicant group precisely, program planning for nonprofessionals should allow sufficient flexibility for change among the proposed models.

The more favorable the local economic situation, the less urgent it would be to implement the model dealing with routing tasks on a large scale, inasmuch as the problem of job creation is not as critical in such an area. The model for employment of aides, on the other hand, has a strong developmental character, with the intent of drawing people on a permanent basis into new kinds of activity. It may, therefore, be of more importance in a thickly-settled area where the population tends to be younger than in a sparsely-settled area that has experienced large out-migration in recent years. In the latter, the population tends to be older, and the job for which the worker is hired may indeed be his last.

The selection of appropriate nonprofessional roles depends on the interaction between available personnel, the underlying rationale, and the program priorities established by the community action agency. Obviously, planning for nonprofessionals requires a clear understanding of the total program, hopefully available before extensive recruiting and selection are undertaken.

HOW CAN RESIDENT WORKERS BE RECRUITED?

Wherever possible, the recruiting efforts of local employment services and neighborhood social agencies should be supplemented by the efforts of the community action agency. One way to go about this is to have the first group of resident workers make recruiting of additional staff part of their first assignment.

HOW SHOULD RESIDENT CANDIDATES BE SCREENED?

Initial screening should weed out only those persons with acute physical disabilities, severe mental illness, or current deviant behavior, such as alcoholism, which would interfere with any kind of work.

Some further screening is inevitable. However, traditional screening devices such as education levels or job experience should not necessarily be used. Experience shows that candidates who would normally be rejected by these devices can, with proper training, succeed. The whole aim of the nonprofessional component-to experiment with new forms of personnel utilization-is undermined by reliance on traditional systems of selection. It should be stressed that experience and education are not undesirable, but neither are they necessary.

III.B.6

WHAT KINDS OF JOBS ARE MOST SUITABLE FOR RESIDENT NONPROFESSIONALS?

In deciding which occupational areas are most suitable for nonprofessional residents, the following criteria can be employed:

-- The work to be performed should be related to a program component of the community action agency. "Buying into" other institutions is possible, but the program results of such action should be planned in advance.

-- The grading of tasks and responsibilities should establish continuity between job levels.

-- The work to be performed should lend itself to a division of tasks from the most routine to the most professional, to give the entry worker an opportunity for upgrading as a nonprofessional, or motivation to take additional formal training.

In the experimental atmosphere that should surround anti-poverty programs, staff development is critical, because what is sought are new ways of delivering new (or traditional) services. Until the capabilities of the individual nonprofessional are assessed and until he has had time to learn his job, it is important not to assign him to tasks where mistakes of judgment can adversely affect clients. On the other hand, to permanently keep him in this secondary kind of position is severely damaging to morale. It is prudent to have the new worker begin with a well-defined, relatively simple, easily-understood set of tasks, and to increase the difficulty of the tasks and the responsibility as time goes on. The worker may function as a helper to a professional, as one of a group of aides, as a member of a team, or in a completely independent position.

The nonprofessional is best employed as a member of a team--a small work group with well-defined goals or a succession of goals. The staffing of neighborhood service centers, for example, might consist of one or more teams made up of professionals, graduate students, nonprofessionals, and even part-time workers assigned from the Neighborhood Youth Corps or VISTA volunteers. The senior person should have authority and responsibility for such a work group. But the day-to-day interaction of the group can give it a sense of purpose, the ability to set interim goals for work to be performed, and a means of assessing the contribution of the group to the total program.

WHAT KINDS OF TRAINING SHOULD BE PROVIDED?

Training may be conducted in various settings. Certain basic facts and procedural information can best be imparted through formal classroom training. As the worker gains in competence and aspiration, he should be encouraged to pursue additional study through local adult education facilities, or through courses conducted by the community action agency itself.

A second kind of training is given in group sessions devoted to resolution of both objective and interpersonal problems arising on the job. Techniques for such sessions include role-playing, which can be useful in giving practice in face-to-face relationships. Group training should develop a mutual support group, provide a medium for nonprofessional-professional interchange, and aid in program evaluation. Such groups can be the focus of the self-study evaluation procedures described below.

Thirdly, training--especially in job-related techniques--should take place on the job. Supervisors should have the time and the competence to engage on-the-job training activities. Here the greatest hazards are indifference to the development of the nonprofessional and too many service burdens to allow adequate time for training. The rationale for a leisurely pace and the phasing in of nonprofessionals is the anticipated payoff of better service later on. Such a commitment does not obviate the necessity for meeting standards--it does suggest, however, that the expectations of "production" be scaled down in the beginning and raised as the training time becomes a smaller part of the design. Supervisors should expect that many nonprofessionals will at first seem to be "more trouble than they are worth". Like apprentices, however, their contribution to the job at hand should increase in time.

HOW MUCH SHOULD RESIDENT WORKERS BE PAID?

Wage levels will vary with the programs. Most of the jobs residents will perform should pay an average wage higher than the national minimum wage. This level should provide some incentive for persons who are either unemployed much of the time, or who, when they work, are employed in low-paying service jobs. For example, many service workers earn $3,120 a year. A salary of $4,000 a year would be attractive to such workers.

Salaries should be flexible to allow for differences in qualifications among job candidates and, more important, to permit pay raises for length of service and merit promotions.

HOW MANY NONPROFESSIONALS SHOULD BE HIRED?

The number of nonprofessional personnel cannot be stated as an absolute, since it depends on the priority given to program components and the nature of the resident population. The appropriate ratio of nonprofessionals to other staff members is also an open question. It is in this regard that sub-contracting may cause difficulty. A community action plan to carry out a program component through allocation of funds to existing agencies should not relieve the central body of responsibility. Regular agency staff should not be permitted to constitute a barrier to appropriate use and development of nonprofessionals. Where assignments are widely scattered, a structure to insure supervision and communication will be needed. The same will be true in programs where population is sparse and distance between population settlements is great. In both cases, separate staff may be needed for this function over and above those who are in an everyday working relationship with the nonprofessional.

WHAT KIND OF EVALUATION SHOULD BE MADE?

At least three factors should be evaluated--the performance of the worker, the development of the worker, and the assessment of effects of his employment on the pattern of service. Short-term goals for worker performance can be set, against which actual progress can be compared. Failure to reach these goals can imply deficiencies in assignment and training as well as in the worker himself. Periodic sampling of performance and development aids in making decisions about the worker; matched against information about personal characteristics, it is of value in planning future recruitment and selection. Since so much emphasis has been put on the need to avoid static models, the collection of experience data should not be designed to insure rigid adherence to the program as planned, but rather to specify why change is desirable. We have referred earlier to the necessity for allowing flexibility in the relative numbers of nonprofessionals in various program components at various levels. If decisions need to be made in this respect, they should be backed up by pertinent facts.

The assessment of change in patterns of service is much more difficult. First, there is the implication that standard patterns exist to which new ones may be contrasted. In some instances the use of nonprofessionals may lead only to pouring new wine into old bottles--to having new kinds of personnel perform traditional tasks. Even in this case, presumably there would be certain changes or additions. To get at these may require analysis of anecdotal material, process reporting at group training sessions, and the solicitation of reports from the nonprofessionals themselves. Involved in changed services are the relationships between professionals and nonprofessionals which can be sampled by the same methods. Essentially, these matters, like the effectiveness of feedback referred to earlier, are in turn related to judging how well the entire agency has met its commitment.

HOW DOES THE EMPLOYMENT OF NONPROFESSIONALS RELATE TO OTHER PARTS OF THE COMMUNITY ACTION PROGRAM?

Nonprofessionals working in different parts of a large-scale anti-poverty program may welcome membership in a supportive group of their peers. This might provide still another forum for exploring community needs and the relationship of ongoing program to independent forms of community action.

Over and above these general concerns, the introduction of nonprofessionals in new roles has implications for institutions independent of the anti-poverty agency. These arise in two distinct areas:

-- Changes in service, no matter how beneficial, that are limited to the anti-poverty agency, will have little lasting effect. Effecting change outside, as has already been indicated, will not only be difficult but will require patient negotiations combined with community consensus.

-- A second area for negotiation regards current manpower practices. It should be kept in mind that controlled experimentation with new categories of nonprofessionals will have a large-scale trial, taking into account the many projects being funded by the Office of Economic Opportunity. Information as to the results of new personnel practices will have important long-run effects on employment. This fact underscores the need for evaluative reporting and calls for efforts to spread successful practices to permanent institutions, including health and welfare agencies, civil service, and private business.

III.B.10

March 18, 1965

III. INVOLVEMENT OF THE POOR

B. HIRING NONPROFESSIONALS

3. Models for Use of Nonprofessionals

Resident Employment

A plan for the employment of residents in new programs should include several occupational levels with a variety of tasks to be performed at each. The definition and number of levels will vary with the size and nature of the organization. Careful study is needed to devise a plan to meet particular requirements of the agency. Analysis of the job specifications of nonprofessionals, professionals, and administrators is a sound basis for the development of the specific levels of occupations that can be made available to local workers. Such an analysis would include a review of tasks to be performed, services that could be improved or expanded by new categories of workers, and possible new career lines. The character of the neighborhood, the possibility of recruiting people of different educational and skill levels, and different needs for employment are other considerations.

The following three models are examples of staffing patterns for a community action agency. Each model represents a somewhat different occupational level--a nonprofessional routine job level, a subprofessional or aide level, and a potential new career level. While all agencies will not be able to use these models, they should illustrate the progression of a desirable program.

Planning for specific jobs within a sequence, clearly defined at each level, should be helpful in recruitment, selection and training, and evaluation. Jobs should be geared to include actual work in the training, so that the teaching aide will be competent to assist the teacher in tasks such as marking homework assignments, record-keeping, and eventually helping individual students.

Nonprofessional Workers

Routine jobs are an essential part of a program designed to employ residents. Tasks which can be easily learned enable the program to make immediate use of local people. Persons can be hired and put to work without reference to their education or work experience. Jobs must be designed to allow for different orientations. If at least part of the job can be learned in a few hours, it can be taught by demonstration or trial-and-error, and the disadvantages of long teaching periods can be avoided.

Active techniques should be used to attract many type of residents, using both formal (local agencies, schools, churches, neighborhood associations) and informal channels (street worker associations with individuals in bars, playgrounds, etc.). Once a nucleus of residents has been recruited, they can effectively reach other possible recruits. Job descriptions should be circulated through mass media, and in flyers and posters.

The details of any recruitment program will depend upon the community to be served, the jobs offered, and the nature of the agency. Those who need the work, the under-educated, may be those least likely to volunteer. Clear descriptions of the job, its purposes, activities, and larger possibilities must be widely broadcast. Recruiters may need to think of ways in which to counteract the feminine aura increasingly surrounding the helping and white-collar occupations. If the initial jobs assigned workers are simple, this may serve to bring into the program those lacking self-confidence, as well as persons who are not looking forward to a career. The use of the residents themselves as recruiters has merit as a method of evaluating their potential for certain kinds of community activity.

Several methods of selection have been suggested and include:

-- Informal interviewing is the appropriate technique. Programs should avoid the use of elaborate application forms, tests, or other conventional techniques.

-- Preliminary group sessions in which staff members describe the range of jobs within the specific program, the training and development possibilities, and the conditions of work may be helpful. Role-playing can be an effective technique in these sessions.

-- Initial placement should be subject to review at planned intervals by the staff or on request of the worker.

Conventional selection techniques must be avoided. Hiring based on testing, prior educational attainment and experience may screen out those for whom the jobs are intended. In the case of the poor, past history often reflects environment rather than innate ability, and is not a reliable index of capacity. Informal individual interviews will work best in selecting those who may find an opportunity to function effectively on a job. The precise job placement may be difficult initially, therefore, a first assignment should be subject to review by professional staff. The trainee should be aware that he can request a change of job.

The initial selection process should focus on placing the applicant in a type of work where he is likely to succeed, and be trainable for more responsible work. If the job requires some degree of literacy or mathematical skill, this would certainly be considered in initial placement. Considerations of this kind, however, should be approached without rigid notions of matching people to jobs. Those who appear inarticulate might gain needed verbal skills through tasks which are designed to develop this ability. Arithmetic skills may be developed through work with numbers. A rigid selection policy could foreclose the opportunity to develop through work-training those who need the opportunity the most. Some volunteering or request for transfer should be allowed as opportunity for exercising initiative. This should not, however, be the sole technique, since it might discourage those who lack self-confidence.

Job Descriptions--Routine Level

Routine jobs in research and general clerical work have been chosen as models, because both can be designed to offer a variety of needed tasks involving limited judgment. The tasks are related and lead to higher levels of work. A range of jobs can be designed to include outside and inside work, work with people and work with materials, work demanding little formal education and work requireing good verbal and arithmetic skills. In each, the connections between entry jobs, higher level routine jobs and the more responsible work of the agency can be made apparent to the trainees.

There is a wide range of tasks within each type of job. The lowest level calls for a minimum of formal instruction. Informal instruction can prepare a new worker for some productive work in a short span of time. At the upper ranges, there are jobs that can either be satisfactory permanent work levels or screen for potential aides.

The use of residents in research has particular merit, both for the agency and the workers themselves. Professionals sometimes encounter difficulties in gathering data. Residents may be unwilling to talk freely with them, but will express opinions more readily to those they consider "insiders." The process of gathering and dealing with the data in itself is instructive over and above the training in research techniques.

Employment of residents in clerical and general office work has the advantage of having a relation to outside employment possibilities. It can offer training and work experience for white collar jobs from which the poor are frequently excluded or for which they are reluctant to apply. Moreover, supervisory ability can be developed in the clerical field among people with little formal skill. One who has done filing and understands an office system and has been given supervisory training can become a supervisor of a group of file clerks. Familiarization with office routines can be preparation for more responsible administrative roles.

The two models of routine work will not be described by conventional lists of duties and specifications, because such descriptions reflect a static concept of a job. The interest here is in suggesting the possibilities for building natural sequences into the most routine work. For this reason, general characteristics of routine jobs will be outlined and then the specifics of two types of work will be discussed to show the variety of patterns of development that can be designed.

General Characteristics:

Within each category of work, a variety of jobs should be offered. These should include work in different settings (inside and outside work) and work of different types (clerical, mechanical, physical).

For each type of routine job within the selected category, patterns of development should be designed and should be related to the salary range available.

Routine jobs within one category should be interrelated to permit some part of training to be handled in groups.

Routine jobs should have natural connections with more responsible jobs and with the basic purposes of the agency.

The work should have some connection with outside employment, or possibilities for learning beyond the specific work skills.

Job Descriptions--Routine Tasks in Research--Research Clerks

A variety of routine tasks in research can be designed. Inside tasks include filling out forms, filing, tabulating, sorting, and other simple tasks. Nonprofessionals can be employed to operate simple office equipment, mimeograph machines, other copying equipment, tape recorders, motion picture and slide projectors. Outside tasks for the beginning worker include closely supervised door-to-door canvassing, inspection and observation.

Within each of these jobs is room for considerable variation, permitting the employment of people with a wide range of educational attainment, allowing for on-the-job development within this relatively routine level. For example, canvassers could start by covering a small geographic area (i.e., confined to one apartment house), to ascertain the answer to one question of fact, to be recorded by checking off a "yes-no" answer (e.g., Did you vote in the last election?). Successful completion of a short assignment can then be a basis for extending either the area to be covered or the scope of the questions asked. Progressive steps from one simple fact question, to a combination of facts, to opinion questions on a multiple choice list, and finally to an open-end question which will require the canvasser to write a report are indications of the possibilities for development. As an alternative, a canvasser who is not sufficiently articulate to handle data gathering on a more advanced level, might be assigned a broad geographical area in which to gather more simple factual data. A third possibility would be to train the canvasser to tabulate his own findings rather than extend his canvassing. Others can be started on simple tabulations and then assigned more difficult arithmetical problems, if they are capable of handling them, or alternately trained for sorting or coding. Workers can work part of the day at the job they have mastered and be trained during the other part of the day in the development of new skills.

At the beginning, the tasks assigned should be simple and of relatively short duration. Consideration would be given to subdividing complex studies into small units which can be readily understood and quickly completed. A study of neighborhood safety hazards could be subdivided so that the nonprofessionals focus entirely on the need for a play street in one specific area. Canvassers might simply count the number of preschool or elementary age school children. The advantage of narrowing the focus is that a small group could see the study through from its inception to its conclusion and begin to consider the use to which such findings might be put. It is important that these findings be acted upon by the agency to underscore the meaningfulness of the trainees' work.

Through such work, the poor not only gain useful skills but become aware of the actual condition of the neighborhood and begin to see ways in which these conditions might be changed.

In addition to the variety of types and levels of routine jobs in research, there is room to promote those with potential to the aide level. Skillful canvassers are likely to make good enterviewers. Perceptive observers could be trained to observe behavior patterns and process reports. Some of the routine jobs could certainly serve as screening devices for potential aids.

Job Description--Reception-Clerical Worker

In this field jobs can be designed to employ different types of applicants and provide a variety of training. The clerical category includes inside and outside work, sedentary and active jobs, and tasks that call for all levels of arithmetical and verbal competence. Some can deal directly with people; others may work solely with materials. Reception, in person and on the telephone, mail sorting, stock handling, filing, bookkeeping, messenger service (inside and outside the agency), delivery and escort service are some of the routine jobs to which the beginning worker may be assigned. Routine clerical workers can also develop competence in operation of simple office machines.

At the outset, routine jobs should encompass one basic skill rather than a complex. For example, a receptionist should greet and direct clients and not be expected to do typing, filing or bookkeeping.

Except in the case of very large agencies, the likelihood of developing permanent, full-time jobs with so narrow a focus is remote. However, during orientation each task could be a separate function. Through job rotation it would be possible to see whether a full-time job for each individual would be best developed by combining several routine tasks at the lowest level, or by focusing on one element and extending its scope. One worker could be trained for receptionist clerk, greeting clients, answering the phone, doing simple filing and record keeping. Another, who showed considerable ability with people, could move towards the job of interviewing people to ascertain the specific nature of their problem, referring them to appropriate persons inside the agency or outside, and handling the simplest request for specific printed matter, appropriate addresses, etc. The beginning bookkeeper with sufficient arithmetical skills could be trained to do more complex work. The activities of one without this potential could be expanded horizontally rather than in depth (i.e., accepting deliveries, checking supplies, receiving packages and mail, or other low-level clerical tasks).

Promotion can also follow two or more tracks. Experience with many office functions could lead to the aide level, at which the worker could supervise other beginners or assist an administrative professional. Training in one specialty could lead to more specialized aide-level work, such as a reception aide. Much of this work has parallels in outside employment, especially useful because of the increasing numbers of white-collar positions. Clerical work is also helpful in giving the worker a sense of the business of the agency, and the people and the materials that make up the agency's work.

Training

Training for both research and clerical workers can be informal. The initial orientation period should be brief and should furnish an idea of the purpose of the agency and an explanation of work rules and conditions. A general introduction may be made formally to combined groups of trainees. This presentation should be reinforced by tours of the agency and the organizations to which the agency has access, and by introductions to staff members. The introductory phase should end shortly, and training should focus directly on concrete tasks and materials.

Training for research tasks--In the case of research jobs, the general training should include discussion of the role of research in bringing about change, the functions of the agency, and the specific purposes of the proposed research project. This is best handled in informal discussions, supplemented by visits to the areas where research is being conducted. One possible technique is a simulated group--research project concerned with the character of the training group, following through the processes of interviewing--recordings, sorting and tabulating, and interpreting the data. During this initial stage, the professional should plan for selection and work assignments, making allowance for volunteers. Care should be taken that this mock research not be long and that real work begin as soon as the trainees are deemed capable of carrying out the simplest tasks.

Productive performance should be frequently measured against such standards as accuracy and speed. These standards need constant review, and trainees should participate. Some plan must be made for those who do not approach these standards in the length of time anticipated. If the trainee cannot record data with reasonable accuracy at necessary speed,he should not be continued in this particular task. Trainees who lack the verbal ability to canvass can be given other work. It is most important that the beginning trainee receive early exposure to productive work. As the worker develops, the routine tasks can be performed by new workers. The canvasser getting information on the number of children in a household, gathering data about rats, or checking the number of persons with a twelfth-grade education, or the length of time persons have lived in the neighborhood, could eventually perform a more independent study--a survey of reasons persons came to a particular community, the reaction to rubbish collection procedures and schedules, attitudes toward police, etc. Training will be progressive, with the worker graduating from the simple tasks to higher aide-level jobs.

Training for clerical tasks--Receptionist-clerks may be trained at first simply to greet poor people arriving at the agency office. This may be accomplished by observing an experienced person, followed by opportunity for role playing. They may be trained to take the names and addresses, assign numbers, or direct the visitor to the appropriate place or person. The routine may be enlarged to include distribution and collection of mail. Persons doing routine collation of materials may be gradually trained to distribute assembled materials within the agency or to follow mailing list procedures. The person who shows competence in dealing with telephone request could graduate from a simple one-line phone to a small switchboard.

Because the training program will encompass the poorest people in the community, many of the trainees will have severe language handicaps. A clerk cannot be expected to file materials if she does not know the alphabet, nor to do simple data tabulation if she cannot add. Some problems may be solved through remedial work, but this may not always be the solution.

As the trainee's skill increases, he should be given longer assignments with less direct supervision. If the situation develops where the training ceases and worker spend long periods on one task, the program may need review. Agency needs may require certain tasks, but this should not obscure the larger goal of progressive training. The work-training interaction should be dynamic, with the trainee given additional tasks or training in depth, or moving to employment outside the agency upon mastery of the skill. This will avoid the defeatism engendered by "dead-ends." The larger purposes of the agency will be best served by using persons to their greatest potential.

Job rotation--For both research and clerical workers, job rotation can be a useful training method. In research it can increase understanding of the larger purpose of the project. It gives routine tasks a meaning which they might not otherwise have. It can also improve placement of individuals and detect those capable of learning more skilled work. In clerical work, rotation can aid in placement. It can help the trainees see the relationship between the different tasks of office management. Where skills required by different work overlap, extension of job rotation would broaden the trainee's exposure to the agency.

It is desirable to include both individual and group training in all categories of work. In general, concrete tasks are best learned under individual, close supervision. Each trainee can then progress at his own pace until he reaches a minimum standard. Once a group of trainees can function at approximately the same rate, some group skill training can be introduced. Concurrently, general training can be carried on in groups. Problems arising out of work experience form a basis for group discussion. In groups, trainees can discuss the meaning of the work, its relation to the larger goals of the agency and problems of human relationships. Group sessions can serve to develop morale and encourage frank discussion of common problems. The balance between individual and group work will vary with the nature of the work. Clerical tasks may be more adapted to individual training, but group training is needed to develop unity and an understanding of the relationship of each task to the total operation. In research, working in groups has special merit, and the program can focus on developing a research team for a specific project.

The staffing of training programs can be handled in several ways. At one extreme, it can be administered entirely by a special staff, or at the other, by regular staff. A separate staff may have the advantages of total commitment to training and special skills in teaching techniques and leading groups. Separateness, however, tends to isolate the training program from daily agency work. The regular staff, on the other hand, may be unable or unwilling to absorb nonprofessionals. A combination might produce the best results. Special staff might be designated for overall planning and ultimate responsibility for the program, and may also handle the group training and counseling sessions. Regular staff members then could function primarily as on-the-job skill training supervisors, but should also participate occasionally in group sessions. All staff members must consult about the planning of the total program. Training staff and regular staff need advance training sessions themselves, and must periodically review the progress of individual trainees and the impact of the total program.

The Aide Level

The aide (or subprofessional) job is the most significant of the three models. By developing subprofessional jobs, an agency is not only providing jobs but also security for those without conventional training. Because of the shortages of qualified professionals, needed services are not being performed, and professionals are using their time in work which does not require full professional training. Creation of subprofessional jobs is a method of developing work opportunities for the poor as well as enriching the amount and quality of service they and others receive.

Because most subprofessional jobs must be created, it is important to adopt an experimental approach in all phases of recruitment, selection, placement and training. At all times, planners must keep in mind that aide positions are not only permanent jobs but a possible route to promotions.

Recruitment

Recruitment should draw on both formal and informal sources.

Staff training of aides recruited for routine tasks must be planned.

Recruitment should be handled in small groups and at set intervals.

The agency's mission and size will govern the number and variety of jobs for aides. Regardless of the ultimate number to be employed, it is probably best to recruit potential aides in small groups to allow an experimental approach to recruiting and selection. If a hundred aides are to be used, perhaps only 10 to 20 should be recruited at one time. Initial recruits can be attracted to the program through conventional channels, such as employment services and agencies, referrals from neighborhood agencies and more informal contacts with schools, churches, fraternal associations and the like. Such recruitment techniques, reinforced by wide publicity on the kinds of jobs available, must also be used to attract residents who do not belong to these groups. The residents themselves, particularly the first aides trained, can serve as recruiters. It is important to remember that routine workers may aspire to higher positions. Therefore, some openings should be reserved for promotions from the lower levels.

Selection

Selection of candidates for aide training should follow an experimental approach and avoid strict adherence to conventional personnel standards. Selection should be based on informal interviews. Groups of candidates can be screened through informal discussion before individual interviews. Testing, if used, should help those who need remedial work rather than select the people to be hired. The work of people recruited for routine tasks should be periodically reviewed to see if they are ready for training as aides. Opportunities to apply for promotion should be made available.

Case aides must generally have the same personal attributes as the professional: friendly manner, discretion, concern with problems of others and the ability to listen sympathetically. Some athletic ability may be desirable for a group-work aide, as well as an understanding of children. Skills in simple arts and crafts are also desirable if the aide is going to be a successful teacher. For employment aides, work experience and familiarity with the procedures of job-seeking are essential. Experience of recent demonstration projects, however, indicates that finding unemployed residents with these prerequisites may be difficult. Some of those generally thought unemployable might be hired to test the validity of conventional employment requirements. In hiring, major reliance might be placed on motivation and specially designed training methods instead of on the more traditional job qualifications.

Ultimately, a program for aides will have to rely on a flexible screening approach, with interviews and some self-evaluation by the candidates. Interviewers will need to be trained to find out the nature and extent of individual interest and personal goals, as well as the applicant's ability. While tests can be helpful in diagnosing attitudes and needs for remedial work, they should not be the sole basis of selection. They are better used to measure the effectiveness of training by comparison with pre-employment scores than as a screening method. Because selection criteria cannot and should not be rigidly defined, a trial work period, during which candidates are carefully observed, might prove helpful.

The selection process for promotion is somewhat simpler. Presumably, workers will have been observed in training and on the job for a substantial period of time, and their capacity and willingness for more intensive training and more responsible work can be more accurately assessed.

Categories

All three aide jobs described in this model call for extracting from professional jobs those functions that do not require full professional training. In each case, the aide supports a professional.

The three categories selected as models--group, employment and case work--show the wide range of subprofessional employment possibilities. All three deal in human services, but develop different skills and call for different interests. The particular group-work program envisioned deals with school-age children and may be most suited to the employment of youth or young adults. Training and placement of group workers can be designed to provide recreation for adults, handicapped persons or older citizens as well. Working with groups can develop leadership and furnish insights into family, school, and neighborhood problems. In addition, it can train the individual to fill a subprofessional job where there is a shortage of professionals. Full-time, permanent group-work jobs can be developed as training for potential professionals. Moreover, there is a place for part-time jobs in this field.

Both case aides and employment aides lay more stress on individual relationships. Both are opportunities to bring the background of the residents to bear on the problems of poor people. In both fields, a variety of jobs can be designed as permanent or part-time employment or as testing grounds for the development of professionals. Most significant, perhaps, is the opportunity to provide services not currently offered.

Although aides may begin their employment with simple tasks, it is important that the full-fledged aide job be carefully differentiated from routine tasks. The jobs in this level must eventually call for some degree of responsibility and offer opportunities for the worker to use initiative and discretion. A worker continually doing housekeeping tasks cannot be called an aide. The aide's work must have a direct relation to the services performed by the professional.

General Characteristics

Aides' jobs must start with simple tasks of a precise nature.

Beginning jobs should include a variety of tasks to utilize those recruited and to permit job rotation.

A graded series of tasks must be designed.

Initial placements for aides should be designed to permit transfers from one program area to another as needed.

A series of graded tasks can be developed within the framework of the typical aide position. At the introductory level, assigned tasks should not involve making important decisions or dealing with serious problems of the poor. They should reflect what the trainee may already know how to do or may be quickly trained for. An intermediate level can include tasks involving some interviewing skills and the use of judgment. The subprofessional level, to be achieved only after substantial training, calls for deeper understanding of both theory and practice, and the ability to plan approaches to problems.

A variety of tasks is suggested that can be performed at each of the three job levels, indicating the types of gradations possible. Introductory tasks will vary with the agency and the types and numbers of people served. For example, routine processing might be an introductory task in an employment service, but represent a more advanced level with the emotionally disturbed.

Regardless of the tasks, they must be progressively graded. Such levels allow for training at each stage, which is vital to the development of effective aides. The essential purpose of the first stage is to put trainees to work while allowing them time to develop an understanding of the agency's goals and their roles. Advancing trainees rapidly on the basis of popularity with children or athletic prowess can lead to failure at more responsible levels. Similarly, holding trainees at the first level can destroy morale. Trainees may make mistakes at a higher level, but some risks must always be taken when people are being trained. Risks in upgrading can be minimized by increasing the supervision of trainees who are assisting professionals. A three (or more) stage scheme also allows new recruits to come in at higher levels, and those promoted from routine tasks to skip or shorten their stay at the introductory level.

Group Worker Aide

Introductory tasks

Register names of children, age, addresses, parents' names, etc.

Collect materials needed for the day's activities following a master schedule.

Distribute materials to children and collect them at the end of the period.

Help children cross streets to and from playgrounds, check attendance, collect money for fares or trips.

Distribute refreshments.

Assist children with dressing, undressing, going to the bathroom, eating.

Play simple games with children in small groups.

Prepare a chart of activities for posting.

Intermediate tasks

Devise a master schedule of materials needed for the day from an activities plan.

Prepare necessary materials and select books, arts and crafts, or athletic equipment.

Explain and demonstrate the rules of a game or methods of arts and crafts work.

Assist professionals in supervising children on trips.

Enroll new applicants and explain the activities to prospective new children and their parents.

Advanced tasks

Plan a day's activities, choosing games and quiet activities from a weekly master plan.

Select the trip to be made and prepare a guided talk.

Choose teams and referee small athletic groups.

Read stories and discuss them with the children.

Observe and report any serious behavior problems to the professional.

Write a weekly report of group activities.

Plan a weekly budget for materials; collect and disburse money.

Discuss with parents the child's activities and report on his progress in the acquisition of new skills.

Employment Aide

Introductory tasks

Conduct preliminary client interviews, filling out basic information cards including previous training, interest and experience.

Attend to basic office needs, such as filing records, working with mailing lists, maintaining an orderly flow of job applicants to the vocational counselor, answering telephone inquiries and giving basic information.

Accompany job applicants or new trainees to their place of work to assure punctuality.

Give travel instructions to job applicants or trainees on how to get to work.

Assist the job applicant or trainee in filling out employment applications and other related forms.

Intermediate tasks

Conduct or assist in tours to familiarize trainees with actual work conditions.

Conduct informal discussion groups with trainees to prepare them for placement.

Advise trainees on appropriate dress, appearance and grooming for different positions and jobs.

Accompany a job applicant on his initial interview to assure that the employer is made aware of the worker's full potential and range of competence; lend emotional support to the job applicant.

Instruct beginning workers or trainees about various laws and regulations governing their specific fields, such as the minimum age laws for different industries, the requirement of chest X-rays in others, and the need for drivers' licenses of various classifications.

Advanced tasks

Solicit appointments for himself or for a professional placement counselor to discuss the possibilities of job openings.

Visit on-the-job training sites to check on worker punctuality, the quality of the training, complaints the trainee may have about his activities or complaints the employer may have about the trainee.

Refer major field problems to the professional staff.

Give general observations to the professional staff.

Case Aide

Introductory tasks

Accompany the case worker on field visits; render general assistance to the case worker.

Take care of children while parents attend meetings or receive agency service.

Serve as interpreter.

Assist in the maintenance of general records and case files; participate in general office routines.

Help gather basic family data.

Intermediate tasks

Seek out persons who have not been served by agencies in the community, as in the case of the bed-ridden person not getting appropriate medical treatment or the unemployed who do not know how to go about getting a job or retraining.

Seek out people who have dropped out of a community program to ascertain the reasons, or arrange for the person to meet with a professional to discuss the problems.

Advanced tasks

Canvass neighborhood meeting places, such as bars, pool halls and street corners, to describe agency facilities and services to the people.

Assist the case worker in investigating persons who may be in the process of adopting or caring for a foster child.

Assist families in budgeting, food and clothing purchases, clothing maintenance, preparing the child for school each day; act as a general homemaker aide (for women).

Co-ordinate record keeping and report flow.

Training for Aides

Training methods should include formal presentations, informal group training and counseling, and on-the-job supervision. At the aide level, the lecture-classroom method can be used for presentation of theoretical material, but such formal presentations need continuous reinforcement with informal group discussion and relevant on-the-job experiences.

More intensive remedial work can be offered to those in training as aides. Standards of literacy can be set by which individual needs can be measured.

Training for aides needs to be broadly conceived. Together with specific job skills, the problems of the neighborhood, techniques for working with individuals and groups, and the relationship of aides to professionals, are possible subjects.

Training for aides should take less time and move to broader issues as the individual progresses.

Aides in different programs should be brought together periodically to discuss mutual problems and the relationship among the various programs.

Three types of training can be used to advantage with aides: on-the-job experience, informal group sessions, and formal academic programs. As with the training of routine workers, the first two should follow a brief orientation period, during which the general purposes and philosophy of the agency and its work rules are set forth. Designing aide jobs to include a variety of simple introductory tasks makes it possible to put trainees to work almost immediately. The skill training for this stage can be almost exclusively on-the-job. Early work experience should provide the topics for informal group sessions: group work, Standards--punctuality, attendance, general behavior and appearance--and the relationship of the trainees to the professionals they assist. Group sessions can help produce cohesion. As trainees will be assigned individually to different staff members for supervision during on-the-job training, these staff members should be brought into the group sessions to insure a reasonably similar treatment of trainees.

Group sessions can play another role. They can indicate to the trainees the underlying significance of their work. Cases can be discussed to stimulate trainees to observe the behavior of those they serve in terms of what they are doing for them. A trainee assisting a teacher in dressing children for outdoor play can begin to see the distinction between tying a child's shoes and helping a child to help himself.

Formal academic training can either start early or be deferred until trainees have progressed beyond the introductory tasks. This training can include lectures by staff members and outside consultants, along with assignments of reading or field visits as a basis for oral or written reports. Formal training will concentrate on theory. The academic work must be relevant to both the practical experience and the group sessions. A lecture on the psychology of learning is of little value to trainees occupied in cleaning paint supplies or distributing milk. To be successful, the three components of training need to be integrated into an overall plan, so that each reinforces the other.

While some advance planning is desirable, it should not be so tightly designed that new topics suggested by the work cannot be dealt with. In addition, the broad economic and social issues underlying all functions of the agency should be made clear to all trainees. This is useful, not only to show how services interact, but also to counteract any tendency for a caste system to develop. With a variety of jobs, some trainees tend to rate themselves or be rated at higher levels than others. White-collar workers may look down on those they consider blue-collar workers. This is undesirable for group morale and does not reflect the value of the services.

The precise balance among the three elements will vary with the nature of the work and the capacity of the trainees. They may be scheduled at hours when appropriate tasks can be performed and when outside consultants are available. But it is important that the three coexist. Long periods of work experience without opportunity to discuss work problems will limit the learning potential of trainees. Large doses of formally presented theoretical materials may antagonize them if there is no chance to discuss or ask questions or test theories on the job.

There must be some timetable for progress and the assimilation of instruction, but such standards will need constant review by all the staff participating in programs as well as by the trainees themselves. Moreover, if the standards appear to be reasonable and are met by a sufficient number of trainees, plans must be made for those who fail. The study of failures should not be neglected as a source for redesigning either jobs, the training, or the selection process.

Training for the positions described must be planned to follow the three stages of tasks suggested. In all cases on-the-job training should be directed at specific skills, while off-the-job training should deal with the implications of the work, gradually broadening the horizon of the trainee and thus preparing him to assume a more responsible job.

Group Worker Training

The first few days should stress general orientation--an introduction to the agency, its purpose, services, staff, and work rules. If a trial period has been used in the selection process,[1] trainees can be assigned directly to a professional. His performance at simple tasks, which can be learned on the spot or after brief instruction, should be combined with an opportunity to visit and observe other groups within the agency itself or in outside institutions.

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[1] While on-the-job and informal training sessions should be helpful in selecting trainees, experienced group workers have commented that many people appear to respond almost naturally with groups of children, but that the transition from playing with children on a child's level to seeing the work as meaningful in terms of child development is not so easily made.

At the same time, discussions can test their observation of children and sharpen their awareness of the problems of group work. The trainees should be given a minimum of lectures, and the activities of the day should form the basis of the day's discussion and instruction.

Following the introductory stage will be more intensive training, both on and off the job. At this time it may be desirable to separate the trainees into two groups. Those with the greatest potential for dealing with children's problems will receive training emphasizing psychology and social factors in a child's development. Those who seem less able in this respect might be trained in administrative work.

Training for the intermediate level could have three aspects. First would be discussion of the general behavior patterns of children. The goal would be to develop an understanding of the abilities and interests of children of different age groups and methods of dealing with problems which arise. This is best handled by discussion of actual events observed by the trainees rather than abstract lectures. The second part of training would deal with the more practical aspects of group work, such as games, methods of first aid, types of trips which young people might be interested in, etc. Again, as much content as possible should be presented in terms of the actual job or by using role-playing to test methods of teaching or supervising games. In addition, specialists can stimulate broader understanding of the relations of a child with his peers, his family, other adults, and the larger community.

At the advanced level, discussion of practical aspects would focus on such topics as the best group size, area resources, transportation facilities, sources of materials, need for parental consent for special undertakings, record keeping, and control of funds or expenses. The aide trainees should work with professional staff, at first observing procedures, then attending to various tasks under the direct observation of a supervisory staff member. When the trainee has demonstrated competence in a specific task, he should be permitted to work independently with a minimum of supervision. Formal training at this point could deal with the principles of group work and its relation to other branches of social service.

Opportunity to assume responsibility for making a daily or weekly plan might be offered to those who show special aptitude. This assignment should be under the supervision of a professional staff member. Staff should be aware of the possibility of developing some of the trainees to a point where they are ready to enroll in full professional training. Conversely, those who cannot function effectively as administrative or group work aides should not be held in the program indefinitely, but new attempts should be made to place them in more appropriate training jobs.

Employment Aide Training

Following an introductory orientation, group discussions should be used not only to clarify problems which have arisen during the course of performing assigned tasks, but to start consideration of the problems of the job-seeker. Topics such as access to employment, qualifications for hiring (appearance, education, experience, licensing and legal requirements), and discrimination can be introduced. The relation of the facts of the employment world to the services the agency offers should serve as a focal point. Trainees can bring in observations of applicants, their own work experiences, and those of their friends and families. Through the comparison of observations, some of the myths concerning the world of work can begin to be supplanted by reality. In the light of these broader considerations, some of the routine tasks may take on new meaning. In addition, informal training must concern itself with human relations to prepare the trainee for interviewing assignments.

Again, role-playing methods are productive. The specific tasks at this level presumably require only brief instructions, with a chance for trial and error and close supervision.

At the second level, the workers' skills will be largely an application of the theory developed earlier, but they will need further practical work in groups. At this stage, outside or inside specialists can discuss work conditions, e.g. union leaders to explain membership and apprenticeship rules, or personnel men to discuss job specifications.

At the third level, the topics for both informal and formal presentation can expand to include broader economic considerations. Long-term and short-term trends in employment, both on the national and local scene, the relation of interests and aptitudes to specific job opportunities, and the advancement opportunities in different fields can be considered. Visits to different types and sizes of establishments to observe the range of jobs can enrich the curriculum.

Case-Aide Training

After a brief introduction to the principles of case work and the purposes of the agency, the case aide trainee should be assigned to a case worker and accompany him on part of his daily rounds. This will serve as the basis for discussions that will be the crux of the training program.

Upon completion of a general observation period, the case aide trainee will be assigned such introductory tasks as taking care of children when a parent is called to an agency or school. He may serve as an interpreter. The case aide trainee may employ skills developed by routine canvassing to inform residents about opportunities and facilities. Should the person not have routine canvassing experience, he should be given the training necessary. Training should be kept informal, and sessions should emphasize the discussion of day-to-day experiences.

As the trainee progresses to an intermediate level, he should be given assignments of an increasingly sensitive nature. Since the case worker aide will eventually work independently with the poor, it is critical that the discussion-training sessions stress recognition of their problems. No warm working relationships can be developed if the case worker aide makes moralistic judgments.

The trainee's performance should be reviewed at regular intervals to determine the quality of his work and his relationships with the poor. As the case aide trainee develops competence in interviewing, he should be given more intensive training in the more professional and technical aspects of case work. As this competence develops, he can be given more sensitive assignments. At the intermediate level, the case aide trainee may merely assist newcomers to a community in directing the children to the appropriate churches, etc. With experience and increased training, he can advance to the third level and handle such matters as inquiries about the family's economic condition and preliminary determination of the need for public assistance.

The goal of the case aide's training program is a clear understanding of the various needs and problems of the deprived individual and family. It is critical that the case aide trainee realizes that since he will be working independently, his behavior must instill confidence. The supervising professional should keep in close touch with the case aide to assure this.

Job rotation can be a useful method of training aides. First, it can broaden the trainee's exposure to work by developing a complex of skills and an awareness of the interrelation of tasks. Second, rotation brings the trainee in touch with different professional supervisors. Finally, because aides are frequently assigned to tasks individually, rotation can furnish trainees with the common experiences essential to group counseling.

It is also worthwhile to explore possibilities of placing aides in pairs or teams. Case aides can be paired to include a field worker and a receptionist. Teams of group workers, composed of trainees specializing in athletics, arts and crafts, or trip programs, can handle large groups of children. In addition, teams can be formed for special or new services, or to aid in recruitment.

Staffing aide training programs calls for three types of personnel--group counselors and consultants for formal training or curriculum development, as well as regular staff to act as supervisors. It is important that the three types both plan and meet together at regular intervals thereafter. Some rotation of staff functions might be valuable. A work supervisor might gain additional insight by acting as a consultant or discussion leader. Such insights lead to greater commitment and understanding of the implications of new job design. Aides who have reached an advanced level might also be included in general staff meetings to share their views and discuss possible changes or additions to services.

Neighborhood Worker

New career lines are important to the development of a program to employ residents. In many areas the needs of the poor have not been served because of the inability of the professionals to reach them. Poor people do not take full advantage of the services that exist, sometimes because of distrust of professionals, and sometimes because of unfamiliarity with the workings of large agencies and governmental departments. Moreover, the fragmentation of community social and health services serves as an additional deterrent. A new career line can bridge the gap between poor people and the community and professional services they need. A person filling such a role might be called a Neighborhood Worker. It would be his function to report community and individual needs to appropriate agencies and tell the local population about available services and the best ways of using them.

Neighborhood Workers should be recruited from local residents who have a wide range of acquaintance with members of the community. They should also be respected by the community. The job requires commitment to action and a belief in the possibility of finding solutions for individual and group problems. Care must be exercised to avoid those who have a rigid viewpoint or those whose interest is too narrow.

Recruitment may take place through local agencies or neighborhood groups, although individuals may also be helpful. It is possible that as the program develops and as services expand, some of those persons hired for routine or aide jobs may develop qualities of leadership sufficient for recruiting. This can be conceived as still another level in training and progress. As his competence increases, a worker can be given Neighborhood Worker responsibilities.

The Neighborhood Worker should be able to communicate across class lines and to accept supervision. He must have a willingness to learn new techniques and not feel that he knows all the answers. Those selected should realize that new lines of communication are being developed to different agencies and governmental departments and should encourage rather than discourage cooperation from service agencies. For this reason, they should be good with people. Workers with experience on an aide level may have developed many of these qualities and may have also developed some lines of communication with various agencies.

Neighborhood Worker--Job Description[1]

Serves as a link between the poor and community resources.

Maintains a complete roster of service agencies and organizations within his community. Knows their rules and regulations and what types of service they provide.

Establishes and maintains contact with these community facilities. Gets to know the proper administrative personnel who can handle people's problems, and establishes cordial working relations with them.

Traces and follows up to see that those needing services make and keep appointments. Checks to see that they are receiving the maximum service of an agency, with minimum delay.

Receives complaints from the client about lack of service or poor quality of service and investigates them.

Provides the professional members of the service team with information about what services are available which might meet specific needs as defined by the professionals. Takes responsibility for following through whatever decision the team makes.

Roles of the Neighborhood Worker

Interpreter--called upon to interpret to professionals the particular meanings or attitudes expressed by the poor or to explain class patterns, values or biases. He may do the same kind of interpretation to the poor of a professional attitude or action. He may on occasion have to act as translator for nationality groups present in the community.

Negotiator--interceding for a particular resident with a particular community agency in order to break through red tape, to get appointments or benefits.

Educator--informing the poor of the kinds of services available to them, and their rights and responsibilities in receiving these services.

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[1] Robert Reiff and Frank Riessman, The Indigenous Nonprofessional, National Institute of Labor Education Report No. 3, New York, November 1964.

Rather than giving service himself, the Neighborhood Worker acts as liaison with service agencies. His role is chiefly that of an advocate who insures clients the maximum benefits available. There will also be occasions when the poor demand services to which they are not entitled and when the Worker will be called upon to interpret adverse rulings.

This outline of the Worker's job does not reflect the graded series of tasks required for his development. Obviously, he will not be able to handle all aspects of the job until he has had considerable training and experience. Yet, as in other nonprofessional employment, this job is best learned through field activities. These may involve the Worker (together with other Workers and a professional team member) with such diverse agencies as police, probation, welfare, education, health, sanitation, housing, placement, and training. Depending on the program, the Worker may begin to learn local regulations and procedures and handle tenant complaints under the supervision of more experienced personnel. An important part of his learning will be how to maintain good working relationships with representatives of official agencies, in this case the local housing authority or office that enforces the housing codes.

As the Worker develops competence in one area, he can move to others. The alternative, useful in very large programs, would be to limit his activities to one or two areas in which he could become highly specialized and act in an administrative or supervisory position for new recruits. As time goes on, however, it is reasonable to expect the Worker to be in a position to handle more and more situations on his own. At the point where he is fully capable of working independently, he will, however, still require the support of some group for consultation on difficult problems and as a check on his own performance. No person in this kind of job should act alone for long periods of time, no matter what his training or experience.

It is unlikely that professionals or nonprofessionals at the working level of day-to-day work will have the time or the competence to draw out all the implications of the program or plan for the future. This new career line has significance for senior staff of the agency. If the services to be performed by the Neighborhood Worker really are new, then a small staff group at the policy and planning level is required for overall direction and monitoring. This group might also be responsible for evaluation, not only of the performance of individuals, but also of the impact of the program.

Training

The Neighborhood Worker should have freedom to develop his own style. His training should provide opportunity for him to develop personal techniques and evaluate their success. As with other non-professionals, training should be basically on-the-job and should begin after a brief introduction to the purposes of the agency and its program.

Depending on his initial specialty, he should join other team members in solving problems. At the same time, he must be responsible for learning the appropriate technical details for his area, or at least the appropriate means for finding out what he needs to know. The legal rights of tenants and landlords, the operation of the public agencies in the field, and the procedures for handling complaints should all be part of his curriculum if he is to become competent in housing. Wherever necessary and appropriate, he should have access to individuals outside the agency for consultation. In any case, he will have to work closely with the personnel of other agencies. To carry on the example of housing--the Worker may be able to derive both information and support from an existing citizens' group with primary interest in housing policies by establishing a close working relationship with a member of the group's staff.

In most localities, each of the categories is complex and can only be mastered over a considerable period of time. It might be helpful to use the training curriculum of public agencies. These would be useful, for example, in building inspection, welfare eligibility, placement and training, but probably less helpful in such fields as health and education where no exact counterparts exist.

The detail required for the job should be woven into the problem-solving aspects; naturally, high interest on the part of the Worker will facilitate his learning. At the outset, the Worker should meet often with the supervisor or group responsible for his training. As he learns more about his job, the amount of supervision and training can decrease, but there will always be need for consultation.

If it is at all possible, trainees should be rotated so as to serve under different supervisors. This should minimize either dependence or antagonism that may arise between Worker and supervisor. The length of this job will depend entirely on the characteristics of the Worker and the judgment of other staff members. More than in any other kind of role, promotion to more responsible tasks will be made on an individual basis.

III. INVOLVEMENT OF THE POOR

B. HIRING NONPROFESSIONALS

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March 18, 1965

IV. NEIGHBORHOOD ORGANIZATION

A. THE COMMUNITY SCHOOL

1. Introduction

The Community School Program envisions the public school as developing a very broad program of community services to complement its traditional role as the agency which serves the educational needs of the community. It recognizes the necessity of providing a center which brings together as many learning experiences as possible through a school-community cooperative effort, and makes them readily available and attractive to individuals of all ages in all socio-economic groups.

The Community School seeks to improve the quality of human living on both a current and projected basis. It involves lay people in school policy and program development, providing a curriculum organized around the major problems and processes of life. The Community School strengthens the basic offerings for those individuals who are seeking professional or technical careers. It provides opportunities for broadened experiences in human relationships, cooperative actions, exploration of avocational interests, remedial help, compensatory and enrichment activities, community and leadership development, and recreational activities for all ages. To insure that each individual has a maximum chance to use his potentials, the School provides medical, dental, counseling, and social services, as well as referral to community institutions for additional services.

The Community School is very flexible and responsive to local needs. It is susceptible to innovation, modification, and continual adjustment to new requirements.

Because of its characteristics, the Community School holds considerable promise as a vehicle for implementing programs for the poor in conjunction with community action programs (Title II A of the Economic Opportunity Act of 1964). The following statement outlines questions pertinent to developing or evaluating a Community School.

March 18, 1965

IV. NEIGHBORHOOD ORGANIZATION

A. THE COMMUNITY SCHOOL

2. Framework for Analysis

HOW SHOULD THE COMMUNITY SCHOOL CONCEPT BE SUPPORTED BY THE COMMUNITY ACTION AGENCY?

Such support must be evident and entail a willingness to delegate administrative responsibility for this program to the School Board, perhaps through a contractual arrangement after agreement has been reached concerning the overall scope and general operating procedures.

IS THE SUPPORT OF THE SCHOOL BOARD AND SCHOOL ADMINISTRATION REQUIRED?

Yes. There should be evidence that a thorough study has been made of what the Community School entails, and those responsible should be committed to the concept and to adapting the principles involved to the local target area that has been identified.

MUST THE COMMUNITY SCHOOL HAVE THE SUPPORT OF THE TARGET AREA LEADERSHIP?

The target area leaders should understand and support this program at the outset. Any evidence of dissent should be thoroughly investigated. There should be no indication that this program or any of its elements have been developed by the "power structure" and imposed upon the target area residents.

HOW CAN THE SPECIFIC EDUCATION NEEDS OF THE TARGET AREA COMMUNITY BE IDENTIFIED?

Consultation with educators, welfare workers, health officials, employers, and representative community leaders can provide valuable insights into educational deficiencies of the target group. Perhaps more important are the opinions of the residents themselves. Surveys among these people can uncover their needs, and give them a chance to participate in their own program development.

HOW WIDE A RANGE OF DEFICIENCIES SHOULD BE IDENTIFIED?

There should be evidence that need identification has not been treated superficially; e.g., simply a concern for dropouts at the junior high level. The entire range of educational deficiencies from very early childhood through adult life should be included. If the Community School is to function in its true sense, there should be "something for everyone", such as those who read below the sixth grade level; those who want to improve their child care, home, and money management; and those concerned with vocational education

WHAT ELEMENTS OF THE COMMUNITY SHOULD PARTICIPATE IN PROGRAM DEVELOPMENT?

School officials should take the lead in developing the organizational and administrative structure (and program elements) to meet the identified needs. This should be accomplished in close cooperation with the community action agency and existing agencies who deal with the poor. Target area leaders as well as residents must be involved in this developmental procedure to assure acceptability.

ARE THERE LEGAL RESTRICTIONS WHICH AFFECT THE COMMUNITY SCHOOL?

Realistic program development must consider applicable legal restrictions (Federal, state, or local). State teacher certification requirements may be one limiting factor, but adequate use should be made of non-certified persons for the many activities which are not a formal part of the educational system. Any special local barriers between school and community cooperation must be overcome or removed. Care should be exercised to assure that the scope of the program is sufficient to have a significant impact yet remain within the limits of the possible.

SHOULD COMMUNITY SCHOOLS BE SET UP ON A PERMANENT BASIS?

A community school program should be developed in such a manner that the elements become an integral part of the school system. An integrated and coordinated approach is more likely to be effective in meeting the needs of the poor.

HOW IMPORTANT IS IT TO SET GOALS AND PRIORITIES?

Long and short range goals should be established which are responsive to the identified needs. Program elements should be developed so that immediate needs and long range goals are met.

WHO SHOULD ESTABLISH THE COMMUNITY SCHOOL PROGRAM AND POLICIES?

A community school program should be established by Board of Education action with appropriate written policies to insure its being administered as an integral part of the system.

HOW SHOULD A COMMUNITY SCHOOL PROGRAM BE ADMINISTERED? WHAT KIND OF STAFF IS NEEDED?

The Board of Education, through the Superintendent, should have administrative responsibility for the community school program. Additional administrative staff might include an Assistant Superintendent and, in each building, a Community School Director who has Assistant Principal status and responsibility for the after-hours programs. Clerical support should be provided to these officials.

A sufficient number of qualified personnel should be employed to assure professional supervision of the program and of the use of the building. Certified educators must be involved to meet accreditation requirements. Sub-professionals can and should be used under appropriate supervision to extend and support the professional staff.

WHEN SHOULD A COMMUNITY SCHOOL BE OPEN?

Decisions must be made with respect to periods when the school will be open beyond the regular school hours. Time blocks should be established into which specific program elements can be scheduled on an orderly basis at times when participants will be available. One example of such blocks might include: A-7:30-9:00 a.m., B-3:30-5:30 p.m., C-5:30-7:00 p.m., D-7:00-10:00 p.m., E-10 - 12 p.m., F-Saturdays, and G-Summers.

HOW SHOULD COMMUNITY SCHOOL ACTIVITIES BE COORDINATED WITHIN A COMMUNITY ACTION PROGRAM? WITH OTHER FEDERAL OR STATE-SUPPORTED PROGRAMS?

The superintendent and community action agency board members should coordinate at the top level. The Assistant Superintendent for community schools should meet periodically with agency program officials. The community school directors should work closely with other agency neighborhood representatives. In addition to these personal contacts and joint meetings, copies of all pertinent issuances, such as newsletters, public information bulletins, letters, and memorandums should be exchanged.

The Assistant Superintendent of Community Schools should have the overall coordinating responsibility for vocational education, the Manpower Development and Training Act, Area

Redevelopment Act, and similar programs. He should initiate new educational programs that are needed and can be supported through these channels. He also should have the supervisory function for Adult Basic Edcuational Programs (Title II B), and Work Experience Programs (Title V), as well as liaison responsibility for the Library Services Act.

HOW DO COMMUNITY SCHOOLS RELATE TO LOCAL COMMUNITY SERVICE AGENCIES?

Most local agencies, such as Health, Welfare, and Legal Aid, should be represented on the community action agency. Inasmuch as the community school operates as a community agency, the Director and Coordinator should be in frequent contact with other agency representatives. There should be provisions for complete and free interchange of information at all levels.

HOW WIDE A SCOPE SHOULD A COMMUNITY SCHOOL EFFORT HAVE?

Attention should be given to the educational needs of all elements within the target group. A diversity of program elements should be developed, each to serve a significant number of people. In a limited program, those elements which have the best chance of success should be initiated first. Plans for the total program should be developed for later action. Each program element should address itself to a specifically-defined and well-identified educational problem or deficiency.

WHAT PROGRAM ELEMENTS SHOULD BE INCLUDED?

The program elements scheduled for immediate operation may be limited because of local circumstances. There should be evidence, however, that a comprehensive approach will be mounted. Examples of program elements which should be considered include: tutoring; home cooperation; extended school day, week or year; after-hours study centers; health services and education; summer school; special work-study programs; intensified vocational education; curriculum and instructional modifications; specialized instructional materials development; recreational activities, and adult education.

WHAT SUPPORTING SERVICES ARE NEEDED BY THE SCHOOL?

Effective compensation for education deficiencies requires that an aggregation of supporting services becomes an integral part of the school on an intensified basis. Guidance and counseling should be extended to elementary and adult education on a reduced student-counselor ratio. School social workers should be employed in sufficient numbers to assure an effective home-school relationship. Library services should be expanded.

IV.A.6

HOW CAN THE BEST USE BE MADE OF NON-PROFESSIONALS?

Nonprofessionals from the community school area should be used imaginatively to improve the effectiveness of professionals. Potential sources of such assistance include Work Training Program (Title I B), College Work-Study Program (Title I C), VISTA (Title VI), Work Experience Programs (Title V), and other community sources, Nonprofessionals are to be used as tutors and library assistants, as well as aides to teachers at all levels, counselors, and school social workers.

HOW SHOULD THE COMMUNITY SCHOOL STAFF BE TRAINED?

Workshops, seminars, and community laboratory exercises should be established to assure a vigorous in-service training program for professional teachers and administrators associated with the community school. These are necessary to develop professional understanding of and attitudes toward poor people.

By reversing the current trend of expensive teacher exodus from poverty areas, an improved caliber of instruction will be achieved and stabilized. Similar training should be given to nonprofessionals to promote improved performance.

WHAT SHOULD BE DONE IF A COMMUNITY SCHOOL PROGRAM SEEMS TO COMPETE WITH PROGRAMS OF OTHER AGENCIES?

Because the Community School offers a broad range of programs it may overlap or duplicate services provided by other community agencies. Such cases must be analyzed on the basis of relative competence to provide the service in question, relative capability of each agency to attract and retain the participation of residents, and the desirability of introducing a reasonable degree of competition which may stimulate continuing program improvements.

IS THE PROPOSED FUNDING WELL DIRECTED AND REALISTIC?

Requests for funds for the Community School should relate to specific program elements. Funds for capital expenditures should be held to an absolute minimum. The possibilities of obtaining services, equipment, or facilities on a contributory or minimum fee basis should be explored.

Basic costs for the Community School program involve salaries of the Assistant Superintendent (Coordinator), Community School Director (one for each building), clerical services, minimum travel allowance, and additional overhead costs for each building on a pro-rata after-hours basis. Current salary rates and school fiscal data can serve as a basis for determining realistic costs. Program elements expenses must be evaluated on an individual basis.

WHAT SHOULD BE DONE TO DISCOVER, ASSESS AND PROVIDE FOR ADDITIONAL EDUCATIONAL NEEDS?

The effectiveness of each program element should be continually examined in terms of the deficiency it is designed to correct. As the Community School progresses, there should be a critical examiniation to assess any possible program gaps that may become evident as a result of newly-discovered needs. Information should be collected on the immediate and long-range educational gains achieved by the participants. Additional effort should be made to assess the community school impact upon neighborhood conditions such as unemployment, welfare expenditures, military service rejections, school drop-outs, and upward mobility of the trainees or retrainees.

HOW SHOULD EVALUATION FEEDBACK BE USED?

Procedures should be established for utilizing evaluation data. These findings should be used for improving effectiveness of ongoing program elements, eliminating or modifying those found to be ineffective, and establishing new elements of promising potential.

WHAT PROVISION IS MADE FOR FEEDBACK OF RESIDENT OPINION?

Participants in the Community School program should have adequate opportunities to praise, complain, or otherwise evaluate the program, and their suggestions should be considered and used where appropriate.

IV.A.8

March 18, 1965

IV. NEIGHBORHOOD ORGANIZATION

A. THE COMMUNITY SCHOOL

3. Program Model

Rationale

In general, the Community School idea embodies the principle that a close working relationship exists between the school and all elements of the community. The Community School is designed to meet a variety of community-oriented needs, rather than just the educational needs, of all ages and all groups of people within the neighborhood.

Because of its purpose and intended use, this model program differs from the accepted Community School program in two important ways, namely:

-- It is oriented to areas where a major portion of the people served can be considered to be poor.

-- It deals principally with the planning, organizational, administrative, and operational aspects of the community school as a vehicle for implementing appropriate programs for the target groups. Models of such programs themselves with appropriate budgets are developed separately, and can be incorporated into the Community School structure.

Situation Assumptions

City B has a population of one-half million, and a public school population of 85,000. Although the central core of the city is virtually ringed with slums, the major area of deprivation extends to the southeast and contains an overall population of approximately 40,000. There are approximately 6,000 public school enrollees. This section has been selected as the Community Action Program target area.

The total target area is served by one high school, two junior high schools and six elementary schools. Although these schools also serve some children from adjoining areas, practically all the students from the target area are enrolled there. They comprise over 80 per cent of the total enrollment. The high school has an enrollment of 1,500 students. The two junior high schools serve a total of 1,700, and the six elementary schools have an average enrollment of 625.

All of the school buildings are sound structures. In addition to the usual classroom facilities, all buildings have adequate cafeterias, gymnasiums, auditoriums, and a swimming pool, and have surfaced playgrounds designed for recreation for all age groups. These facilities are located to provide access to showers and toilet facilities without opening the entire building. Each school also has a health unit equipped for both dental and medical service, and a "Community Room" which is available for neighborhood group meetings. The Community Rooms also serve as a place for people from the neighborhood to drop in for coffee and discussion at any time when the facilities are open and not otherwise in use. Arts and crafts facilities are available in all buildings. The junior and senior high schools include home-making departments. The senior high is comprehensive in nature and incorporates an extensive Vocational Education component. The senior high school also includes a series of rooms adjacent to the Community Room to serve welfare referral activities and to house branch of the State Employment Office. These offices serve students enrolled in vocational courses, including those who are out of school and out of work, and those who need retraining because their jobs have become obsolete.

Purpose and Justification

The purpose of the Community School in City B is to extend the school use and school services to all age groups in the target area beyond the normal school hours, on weekends and during the summer months. It provides a vehicle for conducting a coordinated educational program, utilizing volunteer services and emphasizing parental participation and responsibilities. It is helpful in developing a program involving other agencies, organizations, and institutions within the community. It stimulates community planning and action as well as experimentation and innovation. It works with labor and management in developing job opportunities, and in meeting the educational requirements of these jobs.

In accordance with the provision of Title II of the Economic Opportunity Act of 1964, special remedial and non-curricular educational activities may be organized as part of local Community Action programs. It is appropriate, therefore, that the City B school system carry out these educational functions under the community action agency, because it is the responsible ecucational agency of the community in which a major portion of the educational competence resides.

Use of the Community School as the educational arm of the community action program provides one responsible body; the Board of Education, for coordinating the educational program. Obviously, the schools call upon other community agencies for their specialized assistance, but it serves as the administrator of all community action educational programs.

This approach uses the professional competence of the school for monitoring the educational problems and progress of poor children and their parents, and for providing supplementary programs to meet individual needs. It also avoids a series of unrelated educational projects carried on by a number of other agencies, which could result in a fragmented program that would not be of permanent influence in the community.

The Community School offers considerable potential for the educational component of Title II. With the exception of the pre-school program, most of the non-curricular compensatory and enrichment programs are best suited to after-school hours, because the local residents have more free time then.

In City B many of the school facilities are used less than 25 per cent of the time. Since these facilities are unused a major portion of the time, they afford an immediately available resource for community education. Thus, for a relatively small increase in expenditures, the Community School can yield a large additional return on the investment which the community has already made in education.

The Community School Program

Procedures Used in Developing and Initiating the Program. As the city, school, and other local officials became aware of the necessity for improving the educational opportunity and general posture of the poverty-stricken group, a community action organization was formed. The membership of this group was broadly representative of the community and included among others,the Superintendent of Schools, the President of the School Board, the Mayor, and several neighborhood leaders from the community action program target area.

While exploring possible educational programs for the purpose intended, community school programs conducted in Flint, Michigan; New Haven, Connecticut; and Dade County, Florida came to the attention of the group. It was decided that this approach should be explored. City B took the following steps in developing the community school program structure:

-- Analysis of the legal situation. Because of variance in State and local laws it appeared prudent to investigate any legal restrictions which might apply to the contemplated program. A few such restrictions were found, particularly with respect to certification requirements, but subsequent program development was accomplished entirely within the legal structure.

-- School board involvement. Because the School Board has the legal responsibility for determining school operating policies, significant changes cannot be accomplished without its approval. Accordingly the Board members, along with the Superintendent of Schools, were involved at the outset. There was no commitment for any significant expenditure of funds, but the Board did agree to conduct an investigation of the potential for adaptation of this concept to City B.

-- Investigation of community school concept and operation. Following School Board approval, a small group of leaders was enlisted to familiarize themselves with the concept and operation of one or more successful programs, and to serve as a lay advisory group to the Board.

This group was carefully selected in terms of leadership potential, and consisted of the Superintendent of Schools, one Board member, one principal, the school curriculum director, the Mayor's administrative assistant, the director of the Health and Welfare Council, the managing editor of the most influential newspaper, the most influential local TV news commentator, a professor of education from the local university, and four local leaders who were influential in and acceptable to the community to be served.

Following examination of pertinent literature and consultation with two recognized authorities on the subject, and several discussion sessions, this group broke up into three teams and visited the community schools in Flint, New Haven, and Miami. Subsequently, this group recommended to the Board that the Community School offered considerable potential and should be adopted by City B. with an initial thrust limited to the target area. The Board tentatively adopted the proposal and commissioned this advisory group to assume the leadership in developing support for this program in the community.

-- Lay participation. The leadership group embarked upon a series of public meetings to explain the program and ideas for implementation. Widespread mass media coverage was given the developmental efforts in a positive manner. Cooperation of the total city "power structure" was secured. The support of the residents of the area was also earned and as community support grew, the Board of Education decided to initiate the program.

-- Community survey. Although many of the needs of the residents of the area were readily identifiable by school officials, they decided to conduct a survey within the target area to determine what the residents considered to be important for improving their situation. This survey provided the advantage of uncovering come needs which had not been anticipated, and also led to the participation of local residents in planning the school's program. Undoubtedly this contributed heavily to subsequent public acceptance of the Community School.

-- Program scope. Following analysis of the survey data, decisions were made regarding the scope of the initial program. Generally it was found that adults were most interested in recreational programs. Accordingly, these programs received the most attention at the outset. As the recreation programs progressed, the participants became more at ease in the school setting and the social situation. Consequently, under the guidance of the Community School Director, the demand for remedial, enrichment, and vocational programs increased and was met.

-- Development of operating and administrative policies. It was determined that the Community School operation would be under the control of the Board of Education. It would be financed through a contractual arrangement with the local community action program organization. They would pay 90 percent of the cost of the program useing Federal funds obtained under Title II of the Economic Opportunity Act.

The nine buildings are opened for specifically approved programs from 7:30 a.m. until midnight, Monday through Saturday, year 'round. Sunday programs are carried on following demonstration of need and special approval of the Superintendent of Schools.

The Community School can conduct any program which conforms to Title II of the Economic Opportunity Act. Program elements outside the Title II limitations may be approved and funded by the Board of Education provided they demonstrate potential for benefiting the neighborhood served. All community school activities are available to residents of the area being served.

Although the School Board is responsible for final policy determination, they rely heavily upon the lay advisory committee established earlier and the Community Action Program Board of Directors for advice and counsel. Further, because advice and counsel. Further, because the poor people themselves were involved in the planning, direction, and operation of the Community School, it remains responsive to the needs and desires of the people it serves.

The Community School Program is under the direction of an Assistant Superintendent who is responsible for program administration, coordination among schools, and coordination with other community action programs as well as other Federal programs. Each school building has a Community

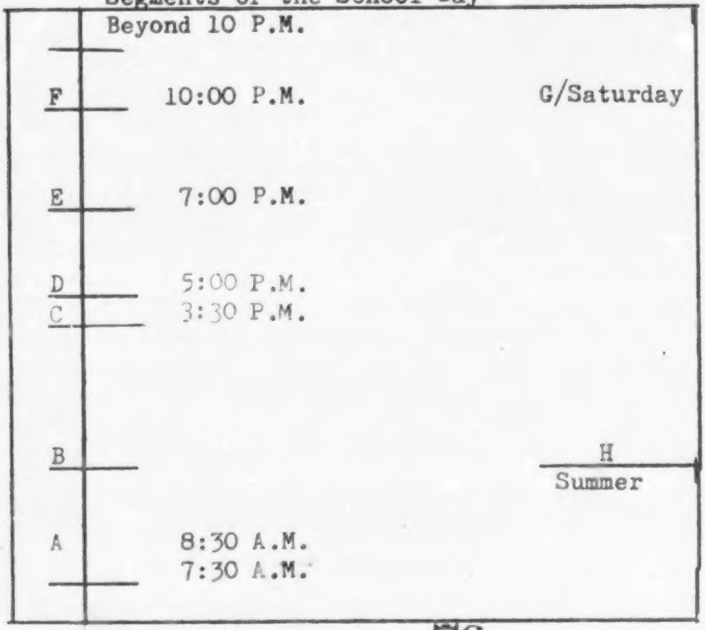
School Director, with the status of Assistant Principal, who has responsibility for administration of the after-hours program and for continuing contact with the neighborhood residents served by each school.

School personnel are in charge of the building at all times. A "second shift" staff works under the supervision of the Community School Director to conduct the after-school programs. Professional staff who instruct children during the regular school day are not required to instruct or supervise after-school programs. Those who participate in these activities do so on a voluntary basis, although they receive a stipend for rendering services requiring special skills, as do most other instructors from outside the school system.

Community School Directors and the Assistant Superintendent meet periodically with neighborhood leaders to share program ideas. The Assistant Superintendent also maintains close liaison with individuals responsible for programs supported by the Vocational Education Act of 1963, the Manpower Development and Training Act, and the Library Services Act.

-- Schedule. In the broadest sense, the Community School can be considered a vehicle for continuous learning for all residents of the target area. To assure an orderly procedure, however, a schedule of activities was developed within a time block framework. Such a framework was established by identifying logical segments of the school day. A schematic design of this segmentation follows, which is identical to the system employed in Flint, Michigan.

Segments of the School Day



The day starts for many local students at the Community School with breakfast prepared and served by local mothers. This represents the difference between going to classes well fed or without any breakfast at all. Others engage in music programs, remedial language activities and the like. Adults representing neighborhood groups, P.T.A's, service clubs, etc., also often have breakfast meetings in the community rooms. During the 8:30 to 3:30 segment, children and youth are engaged in the formal school program and remedial work required. There are opportunities, however, for others in the neighborhood to use certain facilities such as the community room, playgrounds, and vocational facilities when not occupied through the regular school program.

During the 3:30 to 5:00 segment, children and youth participate in remedial and enrichment activities and may use the after-school study centers. From 5:00 to 7:00 is considered the dinner period, but community groups use the school recreational and educational facilities more or less on an organized basis. Vocational education facilities are fully utilized by Manpower Development and Training Act and regular vocational programs through this time period.

From 7 to 10:00 P.M. a wide variety of adult education classes and recreational activities are scheduled. Remedial, tutorial, and enrichment activities are conducted for the children and again the study centers are available. Neighbors and staff participate in learning activities after 10:00 P.M. when they finish their day's work. Much of this activity is vocational in nature and designed to upgrade the skills of the adults.

Activities similar to those mentioned above are also carried on outside the formal school program on Saturdays and in the summer.

The Community School concept means that the schedule in the diagram belongs to one continuous school program. Each is a part of the whole and not a separate entity in itself. Basketball at 6:00, chair upholstery at 8:00, basic electronics at 11, reading for fun at 10 Saturday, a science workshop for youngsters on a morning in August, sunrise singers at 7:30 Wednesday, and a meeting of the "Senior Citizen" group in the community room are all just as much a part of the school as is the reading class taught Monday through Friday at 9.

The Community School Director, under the general supervision of the principal, is responsible for day-to-day program operation within the time segments C,D,E,F,G&H.

Specific offerings are developed and scheduled within the established segments in accordance with the identified needs and interest of individuals and families within the target area.

-- Staff. The Community School director is the key staff member in developing, operating, and leading the effort in the neighborhood school. Each of the nine directors was selected carefully on the basis of professional qualifications and ability to exercise dynamic leadership in working with adults and young people in poverty areas. All directors are certified as school administrators by the State Education Agency. All have completed some graduate work and five have reached masters degree level or beyond. All have had experience in working with community agencies with an exhibited concern for assisting under-privileged groups.

Instructors, supervisors, and assistants for the after hours programs are obtained from a number of sources. Adults in the community have a variety of diverse educational backgrounds and skills. Many housewives as well as some professional and business men have had formal teaching experience. This group, augmented by regular school faculty, university staff, and technicians from industry, comprise a major source of instructors.

Adults from the target area neighborhood, particularly mothers, are employed to serve as teachers aides, especially for the before-school program. They also assist with the breakfast program and serve as cafeteria aides for the lunch period. Others have been employed to assist with the school social work program by serving as block organizers and liaison between the neighborhood and the Community School Director.

Approximately 300 college undergraduates who are employed under the College Work Study Program (Title I C) are used by the Community School. Many of them are residents of the target area and perform as teacher aides, tutors, library assistants, playground supervisory aides, assistants in the expanded guidance and counseling activities, and the school social work program.

Through the Work Training Program (Title I B) established in the high school, approximately 150 students sixteen years of age or older are fed back into the community school system as a result of their part time jobs. Such students serve as clerk-typists, library assistants, maintenance assistants, landscape aides, cafeteria helpers, and after training, as tutors and recreational assistants at the elementary level. A number of people volunteer to work in the Community School.

These people are utilized wherever possible. Two VISTA volunteers are serving full time in the remedial reading program.

Obtaining appropriate staff to handle the variety of program elements requires continuing effort because of the flexibility of the total program. Community School Directors must continually exercise ingenuity in carrying out staffing requirements. Nevertheless the resources are usually available in the city and it is a question of identifying and using them in an efficient and imaginative manner.

Program Elements for the Poor Included in the Community School.

The following represents only a basic listing of the program elements which the Community School provides for the poverty area of City B. No attempt has been made to describe or analyze each element.

-- Preschool. A total of 630 three-and-four-year-old children are encolled in forty-two different preschool classes at the six elementary schools involved. Each class is instructed by a qualified teacher and assisted by two aides who are indigenous to the area.

  Because of lack of basic cultural experience and motivation these disadvantaged children are not ready for school. The preschool program, therefore, is designed to help overcome such handicaps by providing simple visual and auditory discrimination experiences. It develops language and communications competence by providing social experiences, basic information, and knowledge of objects, places, and concepts usually familiar to more fortunate children.

  A major factor in the effectiveness of the preschool program results from successful efforts to enlist parents' cooperation and participation in reinforcing these activities and experiences. This provides a stimulus at home for additional learning and increased self-respect. The Community School with its emphasis upon community involvement provides a unique opportunity for securing participation of deprived neighborhood parents.

-- Home cooperation. As described above, the home and parental cooperation begins at the preschool level in City B. Parents of culturally deprived children often have had only rudimentary education with unsatisfactory school experiences. Their feelings of intellectual and economic inferiority may serve as barriers to a responsive school relationship.

Continuing efforts are put forth to secure home cooperation by involving parents in programs for self-betterment. Recreational activities typically offer an opening wedge through which barriers are broken down and subsequent participation achieved in instructional programs in health, homemaking, basic skills, and experiences.

Each Community School provides extensive health services. Dentists, physicians, and related technicians identify illness and health deficiencies, and provide treatment for the "medically indigent" children and neighborhood residents. Such services include dental work, eye glasses, and treatment of common illnesses, short of hospitalization, for those families who do not qualify for welfare treatment and who cannot afford medical treatment themselves.

These services assist in alleviating many of the physical deterrents to school attendance, performance, and attitude. They provide a basis for a well-rounded health education program for the deprived neighborhood through the Community School.

-- Remedial work. Although early intervention will significantly reduce the need for remedial work, there is always need for some programs of this kind. They are especially necessary for students who have not had the benefit of early preventive or compensatory programs. The extended guidance, counseling, and school social work services offer the capability of early identification and diagnosis of students' problems before they reach the chronic stage.

Small remedial classes in all basic subjects such as reading, spelling, communication skills, and arithmetic are provided to meet the needs of students. These are scheduled before, during, and after the regular school day depending upon the child's circumstances.

-- Tutorial programs. Although this is a form of remedial assistance, it deserves special mention because the one-to-one ratio provides a more intensive effort to meet the needs of the more severe cases of retardation.

The flexible schedule provided by the Community School provides an opportunity to utilize community tutorial resources, such as Title I B and I C students, without undue hardship on the tutor or the student.

The use of these students as tutors provides added benefits. It allows them to continue their education and gain self-confidence. Further, these student tutors who come from deprived backgrounds are better able to understand and communicate with their elementary and junior high students, while at the same time serving as models for the children whom they tutor.

-- Enrichment experiences. The Community School provides opportunities for many enrichment experiences. Music, art, and drama instructional activities are carried on both before and after the school day. Students and adults are also given the opportunity to attend concerts, art exhibits, and plays--sometimes during the regular school day.

Field trips to industries, businesses, museums and colleges and universities are encouraged as an integral part of the Community School schedule. This not only provides educational opportunity, but assists in bringing about a closer school-community relationship. It makes the city and the broader community a true learning laboratory.

-- Work study and vocational education. The Community School of City B. works in close cooperation with the established vocational education program. The Directors of the Community School have been active in discovering professions in which skilled workers are in demand, and in recruiting trainees for the vocational education programs. As a result, the school's vocational facilities are utilized almost full-time both during and after the regular school day. Most of such classes are conducted either under the provisions of the Vocational Education Act of 1963 or the Manpower Development and Training Act.

Through the efforts of the Community School Directors at the high school and the Work Study Coordinator at that school, approximately 300 high school students are employed on a half time basis. They work in areas that offer potential for ultimate full time employment and upward mobility.

Their remaining time is spent advancing their basic education and vocational instruction in the high school. In some instances one such job is held by two students with alternate morning and afternoon shifts at work and in school.

This program supplements the Work Training Program (Title I B) in that students under 16 years of age may participate in accordance with local needs and regulations. It also provides a greater opportunity for on-the-job training, complemented by job-oriented experiences at school.

-- Adult education. Although much of the after hour vocational training is actually adult education, it represents only one small segment of the local program. Recreational activities offer a method of bringing adults into the school. Many are subsequently enrolled in enrichment programs and areas pertinent to daily living such as home management, baby care, and consumer education. Avocational interests are met through special courses such as chair upholstery, sewing, dancing, hat making and the like. In addition, over 2,000 adults are enrolled in adult basic education programs designed to develop literacy skills to the point where they can take effective advantage of regular vocational training to acquire marketable job skills. This program is carried on through the support of Title II B funds. Approximately 200 youth employed under the Out of School Work Training Program are participating in the basic adult education program.

It is interesting to note that there are nearly twice as many adult students who participate in adult education at sometime during the year, than there are regular students enrolled during normal school hours.

-- Extended school day. There are several other facets of the extended school day besides adult education, vocational education, and remedial classes. The community "lighted school" (open evenings) concept promotes neighborhood and family unity. It provides a place where the family can study, learn, and play together. Recreational activities are particularly conducive to family participation. Youth clubs, Big Brother and Big Sister Programs are also an integral part of the extended school day. They do much to improve attitudes of young people toward school and society.

Each Community School also makes available a number of well supervised comfortable, well lighted classrooms as after school and Saturday study centers. This provides a valuable service to these children, for their home environments are not conducive to study and reflection. Each of these study centers has appropriate library facilities. These entail supplementary books and materials on loan from City branch libraries. The City B Library Commission was able to extend this service through augmentation funds secured under the Library Services Act.

-- Guidance and counseling. Guidance and counseling services have been intensified and extended to the elementary level by expanding the professional staff and the employment of counselor aides from the community. Intensive services of this type provide a base for early identification of problems, the development of appropriate corrective action through social services, or special academic assistance through the Community School. Such early counseling also has proved a valuable means of improving self-respect, and raising the personal aspirations of potential school dropouts and juvenile delinquents.

-- School social work. The Community School in the target area of City B has recognized and adjusted to the socio-economic conditions which encompass this racially, economically handicapped group of poor people. Accordingly, one qualified social worker and two aides selected from the neighborhood have been employed for each elementary school with additional aides supplied to the junior and senior high schools.

These workers provide supportive case work and personal adjustment services for students and their families on an individual basis, consultative assistance to teachers and administrators, community referral services, and assistance in the implementation of school policies and programs. The school social work aides, who are generally neighborhood residents, have been particularly effective in developing improved parental attitudes toward the school and in stimulating their participation in special programs for them as well as for their children.

-- Summer school. Through the efforts of the community school movement in the target area of City B., the summer school program has enjoyed outstanding success. Approximately two-thirds of the regular student enrollment and three-fourths of the after-school adult enrollment during the academic year have participated.

Summer school is particularly beneficial to children in the poor neighborhood because they have so few opportunities for employment, recreation, and cultural activities during the summer holidays.

The Community Summer School Program provides the following opportunities:

-- remedial instruction for those students who need to overcome deficiencies to maintain or return to a pattern of educational progression.

-- enrichment activities, so acutely needed by deprived groups, in the form of art, music, and dramatic offerings as well as other courses for which time cannot be found in the regular schedule.

-- acceleration opportunities for those who have the capability and interest in progressing at a rapid pace.

-- recreational activities which may supplement the other activities after school hours.

In accordance with the Community School concept the entire range of services and activities offered during the winter are carried on for the residents of the neighborhood throughout the summer.

-- In-service teacher training. Poor children require the best possible instruction; they often receive the worst. One factor contributing to this situation has been the exodus of the most experienced and best-qualified teachers from poor neighborhoods.

In-service teacher training workshops are conducted weekly, using the neighborhood as a laboratory to study specific conditions which prevail, and to identify special needs upon which to base improved instructional techniques. Teacher aides employed by the school, as well as other neighborhood residents, have been used extensively to interpret neighborhood and family problems and attitudes to the professional staff.

Through these media, teacher attitudes and understanding have developed to the point that the trend of teacher exodus from the target area in City B. has been reversed. The section now enjoys less teacher turnover than the rest of the city. Further, there is little difficulty in filling community school vacancies by transfers of experienced teachers from other schools, because the enthusiasm and esprit de corps of the Community School professional staff is known city-wide.

-- Special instructional materials. As the In-Service Teacher Education Program developed, the teachers soon discovered that special instructional materials and techniques were required. Because of the nature of the Community School, the professional staff used the neighborhood as a laboratory for development of tailor-made materials and methods.

As a result, special reading materials have been developed for beginners at first grade, as well as at adult levels. Similarly, materials in arithmetic and social studies which have close association to the poor group's daily experiences have been developed and are in use.

Experimentation is underway in the use of auto-instructional techniques beginning at the pre-school level. The values of team teaching, programmed instruction, and other individualized methods are under exploration at all levels in the Community School Program.

IV.A.22

Sample Budget

The following represents a sample one-year budget for the organizational and administrative structure of the Community School. It represents the estimated additional costs of providing administration, coordination, and building maintenance to the numerous educational services provided. Such expenditures assure a coordinated approach which utilizes effectively the available Federal, State, and local resources. They provide the assistance necessary for full community-school cooperation.

Budgets for additional costs of the programs operating through the Community School are not included because they are embodied in the models for each element.

SAMPLE BUDGET

COMMUNITY SCHOOL, TARGET AREA, CITY B

Salaries & Expenses

Community School Coordinator (Asst. Sup't.)	15,000
Secretary to Coordinator	5,500
Community School Directors 9 at $8,000	72,000
Clerk-typists (for Directors) 9 at $5,000 (local residents)	45,000
9 resident tutors $5,000	45,000
10 resident aides $4,000	40,000
Travel	5,000
Miscellaneous, Office Supplies, Promotional Material, etc.	5,000
	232,500

Building Operation & Overhead

(Additonal cost, extended day programs) Heat, lights, water, telephone, and other special maintenance 9 buildings $10,000 average	90,000
TOTAL	$ 322,500

Evaluation

Lack of experience with the Community School Program in City B makes it impossible to present precise evaluative data at this time. Studies have been maintained, however, to assess student progress at all levels in the basic skills. Preliminary results indicate that remedial efforts have resulted in nearly doubling reading progress at the elementary and junior high levels.

The preschool program has had solid results. Eighty per cent more children from the target area are now ready for first grade. The drop-out rate in the target area has been reduced from 50 per cent to 30 per cent, and employment of graduates who do not seek further education, or enter military service, increased 50 per cent in two years' time. Military rejection rates have been reduced 65 per cent during the same period.

Other evidences of Community School success also have come into focus. For instance, a school bond issue was carried very recently. When the results of the voting in the target area were compared with the area results of a similar issue three years earlier, it was found that not only did three times as many residents go to the polls, but the results were 2 to 1 in favor of the issue as opposed to 3 to 1 against the previous proposition.

In addition there is a continuing growth in adult and parental participation in the Community School program. Other sections of the city are now beginning to demand that the Community School become a city-wide institution.

Future plans call for studies of the target area conditions with respect to changes in welfare expenditures, unemployment rates, income rates, etc. Attempts will be made in these studies to ascertain the degree of influence the Community School may have had in effecting any changes discovered.

Although the Community School in the target area of City B now appears to be highly successful, it is recognized that there is a need for continuing assessment of all phases and a necessity to feed back the findings to assure continuing improvement toward the goal of meeting all the educational needs of the community.

V.A.1
March 18, 1965

V. EARLY CHILDHOOD PROGRAMS

A. PRE SCHOOL AND DAY CARE

1. Introduction

The Office of Economic Opportunity will make major efforts to provide large numbers of young children of the poor with programs of high quality designed to meet the comprehensive health, education and welfare needs of these children and their families.

In the past, somewhat comparable programs for young children have had a variety of names: day care programs, day nursery programs, nursery school programs, etc. This multiplicity of labels has led to confusion. In particular, what are the similarities, if any, between Day Care Centers and Nursery Schools? What are the differences between them, if any? Some confusion also exists between the nature of old, well-established nursery schools and kindergartens as their programs have existed through the past fifty years or so, and the new programs for the pre-school children of the poor. What are the similarities, if any? What are the differences, if any?

The Similarities Between Day Care Programs And Preprimary Education Programs

There is widespread national agreement that the quality and nature of group experiences for young children ought to include similar opportunities and services, whether the children are in a group called a day care center, a day nursery, or in one called a nursery school, kindergarten, or whatever the name might be.

The same basic equipment, supplies and materials are needed in all such centers, regardless of their name.

The space requirements are the same for all groups. The adult-child ratio and the standards for maximum number of children in a group are the same.

Most important, the training and experience of the staff who will work directly with the children, guiding their group living, ought to be identical. All good centers -- day care centers, day nurseries, nursery schools -- strive to employ, whenever possible, teachers trained in early childhood education.

The program for the children, in all groups, should be a program based on an understanding of their needs and their stage of development, and one geared to promote their maximum development in all areas of functioning: intellectual, social, physical and emotional development.

This strong sense of shared goals, values, and identical program emphases in day care centers and in preschool centers is demonstrated by similarities in the best state legislative provisions for licensing and certification. It is demonstrated by almost exactly parallel standards developed by national professional associations concerned with day care and with preschool education. It is especially well indicated in the joint statement of the Commissioner of Education and the Commissioner of Welfare, issued on January 6, 1965: "Adequate care and protection of children in day care must combine the services of health, education and welfare -- services fundamental to the growth and development of the child."

The Differences Between Preprimary Education Programs And Day Care Centers

Differences exist as to why children are enrolled in either a day care center or a nursery school.

The essential function and purpose of day care is "to supplement parental care by providing adequately for the care and protection of children who must be outside their own homes for part or all day because their parents are working or seeking work or otherwise absent from the home or unable for other reasons to provide adequate parental supervision....The focus is on supplemental family care."*

The essential function and purpose of early childhood education, in nursery school or kindergarten, is "the training, education and development of the child."*

These differences in purpose -- a focus on supplemental family care, a focus on the child -- do not result in significant differences in the lives children do and should lead in one kind of center or another. Regardless of why the child comes to the center, regardless of how many hours he is in the center, his needs are the same. Children, because they are children, must be served in a group by similar professional insights and skills, and by similar basic facilities and procedures.

The differences in function and purpose do have some impact on administrative considerations. Day care centers usually offer services throughout the whole of the work day and the entire work year. This long-day schedule arises because the center is serving in lieu of the mother who is not able to care for her young

*Joint Statement by Commissioners Keppel and Winston.

children at home. In contrast, the preschool program assumes that the child comes from and can return to a home which has much to offer him. Thus, preschool programs frequently are half-day, morning or afternoon, although they sometimes coincide with the usual full school day.

For their special purpose and function, day care centers must be equipped and staffed to serve meals, sometimes breakfast and lunch and dinner. They must also be equipped so that young children, spending long hours at the center, can nap.

Day care centers also frequently serve the school-age brothers and sisters of the young children enrolled in the before-school and the after-school hours, and during school vacations.

The Day Care Center

Day care centers which offer group experience of quality under skilled leadership can provide very beneficial experience to young children whose family situations require this special supplementation. On the other hand, the long hours of group living and the length of separation from home create some hazards to the young child's development which should not be needlessly fostered.

It is desirable for day care centers to follow flexible schedules for individual children so that each youngster can spend the maximum time possible within his family setting. It is desirable, too, for day care centers to give encouragement to those mothers who prefer to stay at home with their children and who can stay at home with them. For such parents and children, a program of nursery school experience is often more appropriate than the longer program of a day care center. It is important, also, for day care centers to recognize that every minute of the entire day is of significance; it is not wise to concentrate "educational" activities in one part of a day, assuming that children need only "care and protection" during the balance of their living.

The Preprimary School

Preprimary schools which offer group experiences of quality under skilled leadership also provide very beneficial experiences to young children whose family situations require this special supplementation. In offering its services, however, the preprimary school must be informed of a family's plans for a child throughout the whole day. There is the danger of a young child, really in need of day care services, being left to fend for himself before and after a half-day nursery school experience. Neither the preprimary school nor day care center should feel that its responsibility is to supplant the family. Many young children can make their best gains in a half-day program; some can benefit most by a morning program or acitiities, lunch and rest at the center, and a brief program in the early afternoon, returning to their families about the same time as most other school children. Only rarely, if ever, will the needs of the young child alone call for a program of group living longer than the usual school day.

It is important to keep clear that the goal of pre-primary experiences is to meet the needs of three, four, and five-year-old children. One result of good, comprehensive programs is that youngsters will do better in their initial regular schooling. But this future result must not be seen narrowly or allowed to distort the program for three, four and five-year-olds. A child does well in school who enters that experience strong in his total social, emotional, physical and intellectual development, as a result of his needs as a young child having been met. The wise approach is to focus on children as they are, in their present stage of development and with their present capacities and needs. When that is done, the likelihood is that by school entry age "reading readiness" and "school readiness" will exist.

The Similarities Between "Old" And "New" Programs For Preprimary Children

In the past, well-established programs have tended to serve primarily the children of highly conscientious parents, usually those who could afford the best supplementation to their own efforts. Despite this difference in the economic level of the children involved, the similarities between a good "old" program and a good "new" program are overwhelming. Both are sensitively geared to meeting the needs and characteristics of children who are three, four or five years of age. These basic qualities and potentialities in children do not differ drastically, whether a child comes from a middle-class family or from a poor family.

Both children's centers -- new and old -- need a skilled staff who know about the growth and development and behavior of all young children. Both groups use the same basic equipment, supplies and teaching approaches, tuned to the age level of the children being served. Both groups have the same needs for adequate space, sanitation facilities, safety and fire protections. The daily programs for both groups have fundamental qualities in common: an emphasis on warm teacher-child relationships; full provision for individual attention and individual activities; a program offering a wide choice of activities going on at the same time; appropriate freedom for children to explore materials and to express themselves in their own age-level ways; a program geared to promoting the total growth of the young child, his physical, social, emotional and intellectual well-being.

Today's new programs for disadvantaged young children build on a solid foundation that has existed for many years, although the past school-centered programs have been available only to small numbers of lucky children. One overriding fact underlies both the new and old: children are children. The fundamental patterns of development, the fundamental needs, are human.

The Differences Between "Old" and "New" Programs For Preprimary Children

It is misleading to speak of the "new" and the "old" as if they are fixed entities. Wise teachers of the young have traditionally adapted their approaches and materials and relationships to the individual needs and backgrounds of their children. And poor children are not all alike, any more than all middle class children are identical. The fact that good programs of the past and good new programs are not uniform, makes it hard to pinpoint what major differences should exist.

One difference probably does relate to group size. The new programs are serving young children who will bring with them more than their fair share of hurts from the past. Small group size becomes especially important for them. Fifteen has been suggested as a maximum.

The young children of the poor are likely also to have more needs for comprehensive health and medical, psychological and welfare services. It is, therefore, especially important that they have access to these resources.

In the new programs close and continuous relationships with, and the full involvement of parents is even more important than it has been in the best of past nursery-kindergarten education. It should closely parallel the quality of relationship maintained in good old and new day care programs. Without this the child's group experience, no matter how satisfying to him, stands a greater chance of being simply a "flash in the pan," occurring during an isolated period of hours in the day.

The young children in the new programs may also have an even sharper need for first-hand experiences than those in the old programs. Like all the other characteristics mentioned, this is not a new or different need, but a common need which now requires heavier program weighting for the young children of the poor. They especially need the chance to see at first-hand, to use themselves, to be on the spot where some of the exciting events of the samll child's world are going on. Such concrete stimulation takes on a keen urgency.

These children will need special help, in all probability, with language development; they will need special help in concentration and in attention-span; in building clear concepts and reasonable generalizations, and they will need help in moving toward the capacity to work with symbols. But these are, after all, the developmental tasks of all young children. They are not new phenomena; they represent differences in program planning awareness, differences in emphases. They are differences within the larger framework of overwhelming similarity because of the common human nature of child development.

The Position Of The Office Of Economic Opportunity

The overall goal of the Office of Economic Opportunity is to insure that no young child shall lack the environmental stimulation and opportunity which will make it possible for him to fulfill the complete range of his developmental capacities. Full encouragement will be given to local communities to develop the kind of facilities which are most appropriate for, and most needed by, the children and families of the community, be they day care centers or centers of early childhood education. Desirable as it is that young children of the poor have preprimary educational experiences, the OEO does not assume that the needs of these children can be met only through a program of group experiences.

As further research and demonstration experience produces imaginative experiments and new knowledge, it is hoped that fresh designs will envolve for programs even better suited to enhance the developmental potentials of young children. It is hoped, too, that preprimary centers will be flexible and insightful, ready to modify their programs as they find out more about the lives of their children, the needs of their families, and the special characteristics of their own communities.

In considering applications, the Office of Economic Opportunity will give special importance to evidence of the accessibility of the full range of services all children need -- health, welfare and education -- and to evidence of high quality in these services. It will attach importance to evidence of effective concern not only for each child, but for services to the family from which the child comes. These interests of the Office of Economic Opportunity apply equally to all preprimary groups be they day care centers or nursery school programs.

In considering applications, the Office of Economic Opportunity will expect communities to be aware of, and responsive to, all existing relevant state and local laws, ordinances, and regulations regarding licensing, certification, sanitation, fire and safety protection. The Office will recognize, however, that in many states and localities such laws are not yet adequately protective of children's needs, and will look for assurances of quality and sound protection that go beyond present minimum regulations. On the other hand, it recognizes that in some areas, particularly in rural settings and on Indian reservations, special models of day care services and nursery education experiences may have to be developed which will differ from patterns in urban areas.

V. EARLY CHILDHOOD PROGRAMS

A. PRE-SCHOOL AND DAY CARE

2. Framework for Analysis

WHAT IS A PRE-SCHOOL?

A pre-school is a program of group activities designed to extend the educational and other developmental potentials for the maximum development of the abilities of children who have not yet entered a formal school system.

AT WHAT AGES DO CHILDREN ATTEND PRE-SCHOOLS?

Most programs are planned for children three and four years of age, extended to include five-year-olds, in communities lacking kindergartens.

WHAT IS THE DIFFERENCE BETWEEN A NURSERY SCHOOL AND A PRE-SCHOOL?

None except that the word "pre-school" may be used to describe a kindergarten as well as a pre-kindergarten program.

WHAT IS DAY CARE FOR CHILDREN?

Day care is an organized method of supplementing parental care for children when parents must be absent from the home during all or part of the day. Day care programs provide care, protection -- and learning situations in a variety of ways -- for children outside their homes.

Group care is especially suitable for children three to school admission age, and those already in school. As outlined in the introduction, day "care" is not the "tending" of children. It involves educational experience, as does the pre-school situation.

These services usually operate 8 to 12 hours daily to accommodate the working hours of parents. Not all children stay the full day, but some children will be in care for long hours.

IS DAY CARE PROVIDED FOR CHILDREN ONLY IN CENTERS?

No. Child welfare services throughout the country make use of family settings for care of children under the age of three. The children are cared for individually, or with very few other children, in carefully selected homes. Family day care is used primarily for infants, toddlers and older children who need the individualized protection of an adult, a homelike atmosphere and the kinds of learning experiences a child ordinarily gets in his own home. Family day-care also is used for older children when group care is not available near their own homes, or when an informal "home base" is needed.

In family day-care there should be preferably one and not more than two infants under two, including the substitute mother's own children. In general, a home should be used for no more than five unrelated children, including the adult's own. Children should preferably be of different ages, so that each child has the advantages of substitute family living.

HOW ARE THESE PROGRAMS RUN?

Pre-schools are operated by a variety of agencies, public and private. Some are affiliated with the school system; others, with the welfare or health departments or institutions of higher learning; still others, with settlement houses, churches, Y's or other private organizations. The successful pre-school program works closely with other child-serving and parent-serving agencies.

Family day care services are generally, but not always, operated under the auspices of a social welfare agency, with responsibility for the establishment, supervision and evaluation of the service. An agency-supervised service of family day care includes home finding and supervision, as well as assistance to parents wishing to use day care homes.

WHY ARE PRESCHOOL AND DAY CARE PROGRAMS ESPECIALLY VALUABLE IN A COMMUNITY POVERTY PROGRAM?

Because both are designed to further the chances of preprimary children to be and to feel as well as possible, to learn as much as they are able, and to profit from working and playing with their peers. Presumably such experiences will provide a firm basis for subsequent motivation -- and achievement.

Both programs are equipped to help children overcome specific handicaps often attributable to poverty: early failure in school; inability to communicate well with adults; lack of supervision when parents must be away from home and high incidence of illness and malnutrition.

WHAT ARE THE ESSENTIAL PROVISIONS FOR EFFECTIVE DAY CARE AND PRE-SCHOOL PROGRAMS?

To be most effective, these programs must have:

-- Meaningful educational activities of all kinds;
-- provisions for the health, safety, and medical care of the children;
-- sufficient space and facilities for the program, both in and out of doors; also, sufficient materials and equipment;
-- qualified, and numerically adequate staffing and the proper ratio of adults to children;
-- opportunities for staff training and development;
-- a planned program for securing the participation of parents and families in the program;
-- organized efforts to involve other residents of the poverty area in the program as paid and as volunteer aides, and as members of boards of directors of the programs.
-- close working relationship with other services and functions of the overall community action program and a smooth referral system to these other services; also, referral to supplementary services outside the community action program.

WHAT OTHER REQUIREMENTS MUST SUCH PROGRAMS MEET?

Local programs must meet any requirements of State laws and regulations and local ordinances and regulations which relate to child centers and pre-schools. These vary but, in general, are designed to assure essential standards for the supervision of children, and for safe and sanitary facilities.

It is expected that State certification requirements for teachers will be met.

Arrangements must be made for children to travel safely to and from the center and on trips sponsored by the centers. Liability insurance is a most important budget item for each center, because of possible injury to children either on trips or in the center.

WHAT HEALTH, AND MEDICAL PROVISIONS MUST BE INCLUDED IN THE PROGRAMS?

Food storage, preparation, and service must be conducted under safe and sanitary conditions. Arrangements must be made for children to travel safely to and from the program centers and homes and on any trips which are part of the program activities.

To protect the health of all children, the programs must establish a system for controlling the spread of communicable diseases, such as pre-admission immunizations for smallpox, diphtheria, whooping cough, measles, and poliomelitis; and pre-admission health examinations. Further, daily health inspections assist in the exclusion of sick children, and isolation is provided for sick children pending their return home. Follow up of all medical and dental recommendations is essential, as are periodic dental and medical reexaminations.

The program must provide for healthful activities and the teaching of good health habits. There should be daily outdoor play when the weather permits; rest periods; practice in washing hands, in using clean tissues, and napkins; development of good posture and physical skills, such as good balance, and the teaching of safety habits in handling toys, tools, and other equipment.

The program must provide wholesome meals and refreshment, which are planned in consultation with a nutritionist to assure that they furnish a substantial portion of the child's daily food requirements.

Note: In some large cities, a public health nurse is assigned to pre-schools on a part-time basis to conduct daily health inspections, administer first-aid, make home calls on sick children, assist in health education for parents and program staff, and follow up on medical recommendations for children. Nurses have been borrowed also from visiting nurses associations and from other public and private agencies.

The staff works closely with parents, helping them to arrange for the health care of their children. Public health nurses may provide valuable consultation to parents on the care of children at home, home management and sanitation.

To assist in planning proper health care, the center staff maintains individual health and medical records, noting physical anomolies, if any; history of contagious diseases; changes in height and weight; immunizations; allergies and special health needs.

Finally, the early childhood centers make advance arrangements with doctors and/or nearby hospitals or clinics for adequate emergency health services.

TO WHAT SUPPLEMENTARY SERVICES MAY THE CENTERS REFER CHILDREN AND THEIR FAMILIES?

While many of the child's needs, may be met through the center's facilities, the parents will have to be referred to other services in the community. In most cases these services will be among the resources of the overall community action program.

Often, the solution to a child's problems will depend on the ability of the program to reach his parents through family counseling. Casework skills play a vital part in helping parents furnish the proper care for their children and helping them make the best use of available community resources to do so. Caseworkers may also assist in training child care and pre-school personnel, professional and non-professional, volunteer and paid.

WHAT IS THE PROPER STAFF FOR A PRE-SCHOOL PROGRAM?

A wide variety of competencies is needed in the staff, ranging from qualified full and part-time professionals from several fields, to aides and volunteers with minimum preparation for the job.

In view of the great demand for nursery teachers, and the lack of enough qualified persons to fill the needs, provision must be made in some of the programs for selecting persons who have demonstrated their maturity, who have a sincere desire to work with young children, and who have a willingness and enough academic background to go on with later pre-school teacher training.

The number of staff members will depend upon the number of children served, their ages, the length of the school day, and the paid neighborhood aide and voluntary help available. The following minimum standards for teacher-pupil ratios per group of children are recommended.

-- 3-year olds - 1 teacher and regular assistant for no more than 15 children
-- 4-year olds - 1 teacher and regular assistant for a maximum of 20 children
-- 5-year olds - 1 teacher and assistant for a maximum of 25 children

Ideally, there would be two adults, with each age group of 15 children. Because of possible emergencies, under no circumstances should only one adult be assigned to a group. A volunteer or teacher aide may be used as an assistant.

NEED ALL STAFF MEMBERS BE "PROFESSIONAL WORKERS?"

No. Nonprofessional or untrained workers may be drawn from the parents of the children served or from other agencies involved in the Community Action Program. Like teachers, nonprofessional workers should be selected on the basis of their ability to do the work needed; should have an interest in and a capacity to enjoy children; should be able to deal with children firmly and sympathetically; and should be able to accept the expression of children's feelings without undue upset.

Untrained persons, working under the supervision of trained staff, should receive continuing in-service training and close supervision.

Wherever parents are involved in a pre-school or day care program, care should be taken so that the parent's presence in the company of his own child does not hamper the child from getting along with, and trusting other adults -- an important development in early childhood.

HOW SHOULD A DAY CARE PROGRAM BE STAFFED?

Nursery school teachers, group leaders for school age groups, and health personnel make up the team providing group day care. Professionally trained people where available should guide, direct and supervise the program.

They may be assisted by untrained aides, assistants and volunteers, but the entire program should not be left to untrained personnel.

In group programs for pre-school and school-age children, each group should have a full-time teacher and an assistant and should be limited to the number of children of a given age whose individual needs can be appropriately met. Many authorities feel that the number of children in the different groups should not exceed:

-- 6 to 8 year olds - 20 to 25 children
-- 8 to 10 year olds - 20 to 25 children
-- 10 to 12 year olds - 20 to 25 children

HOW CLOSELY SHOULD PARENTS BE INVOLVED IN THESE PROGRAMS?

No program for educating young children can succeed without parent interest. The contribution of parents to the child's development is crucial, since the young child spends most of his time under the supervision of his parents.

One of the unfortunate gaps for the poor child is that his parents often lack the interest and ability needed to enrich his pre-school or early childhood years.

Therefore, a pre-school program and a day care program should work with parents as much as possible.

The program should provide for close family-school relationships, with school-home visits and home-school involvement of various kinds. Meetings are focused on parents' expressed interests; they may view films, discuss problems, and learn, for example, how to plan budgets, sew, prepare food, and provide more enriching experiences for their children at home.

Parents should serve on the directors boards of the program, and on committees, and work on joint projects. Each teacher should work intensively with a small number of families to help them gain deeper understandings in rearing their children.

Parent education workshops can plan and execute small parties or special trips of interest to pre-schoolers and mothers alike. Holidays, birthdays, and season themes can be used for the former. Parties can take place at the center or in the parent's home. Excursions can include visits to the nearby health center, art house, children's library, zoo, with or without children.

WHAT CAN THE COMMUNITY AT LARGE DO TO ASSIST SUCH PROGRAMS?

The community can help locate paid staff through its employment agencies, school personnel, churches and welfare agencies. It can identify children who might benefit from the program. It can also recruit volunteer workers through the Red Cross, clubs, or the Health and Welfare Council. The press may publicize this need.

Community groups often help in equipping a nursery school or child care center. Volunteer groups and clubs in churches and neighborhood centers may decide to raise funds for or make various items of equipment. Industries may donate various items such as newsprint, cartons and boxes, scraps of lumber, ice cream cans, spools, and scraps of cloth. Vocational high schools sometimes design and make equipment, such as hollow blocks, doll corner furniture, sawhorses, and balance boards. Groups like neighborhood and settlement houses, churches, citizens committees, and civic and women's clubs may be willing to provide staff help, scholarships, clothing, books, or records.

Radio and television stations can be an important force in increasing community involvement by providing teacher training courses, in-service courses and demonstrations, and programs for children in nursery school.

The public library may be ready to set up story hours for the young children; display books for parents and teachers; and prepare lists of books for children, parents, and teachers.

WHAT SPACE AND FACILITIES DOES A PREPRIMARY GROUP PROGRAM REQUIRE?

The facility requirements are very much alike for group day care and pre-school programs.

The plant and grounds should provide the space which enables young children to be active, to explore their environment, and to be creative in their work and play.

When contained in a school with older children, the unit is best housed and located on the ground floor. Preferably it should be located in a wing of a building or a separate unit. A day care service should not be operated above the third floor of a building unless an elevator is provided. The outdoor play space for the young children should be directly accessible to the center. It must be separated from traffic and interference, by plantings and fences to provide safety and to accommodate childrens' activities. This unit should have a separate entrance.

For children and families coming from overcrowded, cold, dreary homes the physical comfort, warm friendly atmosphere and attractiveness of the facilities, is of great importance. The soft colors of walls with children's work used as decoration, the uncluttered orderly arrangement of equipment and furnishings have lasting influence.

The building should comply with the local building codes, fire, health and sanitation regulations for local and state licensing. It should afford adequate natural light and ventilation and be free from such hazards as open stair and window wells.

Outdoor - Sufficient ourdoor space should be available. It is desirable to have 150 or more square feet of outdoor space per child; a minimum of 75 square feet should be provided. The space should have fencing at least 4 feet in height around the outer boundary. It is desirable to have tree shaded area. When the roof playground is used, an awning or other cover should be used. The ground space should include hard surface (about $\frac{1}{4}$ of the area) for wheeled toys; soft surface for gardening, digging, and playing; and grassy areas for activities like stories and games. The ground should be drained and free from sharp rocks, deep ditches, and other safety hazards. The surface under the equipment should be resilient, for example, dirt or tanbark. A convenient source of water should be provided for outdoor water-play and for use with sand.

Indoor - A ratio of at least 35 square feet of playroom floor space per child, exclusive of space for other purposes such as bathroom, cooking facilities, corridors and offices, should be provided. The size of the room should limit the number of children set for good grouping and allow enough space for each child to move about freely. There should be enough windows to provide adequate daylight and ventilation. If possible, windows should be on the eye level of children or full length.

Floor covering should be durable and of material that can be readily cleaned such as heavy gauge linoleum or vinyl tile. Walls should be painted a light color with a washable, lead-free paint.

Artificial lighting and heat should meet standards of the local health department.

Washing and toilet facilities with both warm and cold water should be provided and readily accessible to the children. One toilet and wash basin are necessary for every 15 children. It is desirable for them to be directly accessible both to the playroom and the playground.

Kitchen facilities for centers with all-day programs need to be separated from the playrooms, but so located that food can be kept hot, readily transferred, and served.

A special room should be set aside for children requiring isolation from the group in case of emergency illness. This space may be used also for emergency first aid treatment, physical examinations, and special tests.

It is desirable to have a reception room with reading materials for adults and picture books and toys for children.

WHAT EQUIPMENT AND MATERIALS WILL BE NEEDED?

Preprimary centers need well-made tables, chairs, and shelves, of appropriate and different heights and sizes for children's comfort and reach, made of nonpoisonous and nonflammable materials.

Individual lockers should be securely fastened to the wall or floor. Hooks for coats and hats above eye level and on the sides which children can reach, space for rubbers and galoshes, and a drawer or space for their possessions should be provided.

Movable low shelves or low screens should be available for dividing areas of special activity such as housekeeping or doll play, blocks, books, magazines, science, music, painting, woodworking, or quiet play. A flat-bottomed sink and equipment for water play should be easily accessible.

Cots which can be stacked, folded or otherwise individually stored, with appropriate bedding, should be provided for nap time in an all-day program, rugs or blankets for half-day program. Provisions for adequate refrigeration of food, sterilization of dishes and silverware and sanitary garbage disposal are necessary. The support for climbing and other large outdoor equipment should be securely fastened in cement underground. Swings should be of the canvas bucket seat variety, or lightweight wooden seats without heavy metal, and should be separated from the rest of the playground to prevent accidents.

HOW MUCH WILL SUCH PROGRAMS COST, ON THE AVERAGE?

The cost of operating programs for young children varies with the size of the project. The smaller the center the greater the cost is per child. Cost also depends on the amount of material donated to the project, the location, length of school day, and the salaries paid to teachers. Preschool and day care programs in poverty areas are generally more expensive than in other neighborhoods because of the special needs of disadvantaged children. Salaries should be in keeping with those paid equally qualified teachers in the local schools. Full use should be made of existing resources. Permanent equipment and physical renovations must be justified in terms of the projects' goals.

The cost per child should approximate $600 - 850 per child for half-day programs; at least $1,000 - 1400 for full-day full year programs. Estimates in excess of either maximum cost requires thorough justification.

A budget should include estimated costs of: Staff salaries and consultant fees; rent; reconditioning existing facilities; yearly maintenance; utilities; office supplies; custodial costs and first aid equipment; transportation for children to and from the center; staff travel to attend conference and training sessions; and insurance, liability and equipment, auditing and bookkeeping charges.

SHOULD RECORDS BE KEPT ON EACH CHILD? WHAT SHOULD RECORDS CONTAIN?

Day care services and pre-schools should keep a current record containing the name, home address, date and place of birth, the date of admission, and the date of and reason for the discharge of each child, and the names and home and emergency addresses of parents, guardians, or agency which placed the child. A daily attendance record should be kept. A current cumulative medical record should be kept for each child. The record should contain all defects that are disclosed by the medical examination, and a history of all illnesses, accidents, and other health data. The record should be kept for at least two years after the child has left the center.

In addition, pre-school records might show the child's initial adjustment; his social behavior with other children in the group and with adults; his dislikes and avoidances; independence and self-confidence; use of initiative; skills and achievement; increasing respect for himself and for authority. A well staffed pre-school may be able to maintain records which contain descriptions of the kinds of responses children make with respect to: vocabulary growth; patterns of oral language; concept development; styles of thinking; knowledges pertaining to their natural and biological environments; response to experiences with music and literature; and evidences of creative expression.

March 18, 1965

V. EARLY CHILDHOOD PROGRAMS

A. PRE SCHOOL AND DAY CARE

3. Program Examples of Appalachian Pre-School Projects

The Elm School Project

Gilmore County, already burdened with an inordinate share of America's poverty and deprivation, was hit by the most disastrous flood in its history in March 1963. Damage exceeded $21,000,000. Forty-nine homes were washed away and 1500 were damaged. Two thousand school children were temporarily isolated as 120 bridges were washed out, and roads were undermined and destroyed. This natural disaster devasted a county that had suffered from man-made upheavals for many years.

Coal mining is the county's principal source of income; but coal production has declined and automation has been replacing workers. Coal employment dropped from 12,500 men to 3,183 men. Almost a quarter of Gilmore's current population of 54,500 is now unemployed. More than $6,000,000 a year is paid out in social security, public assistance, and unemployment insurance benefits. Twelve thousand people receive surplus farm food.

The youth of Gilmore County suffer incalculable handicaps. A majority of the draft-age young men are rejected by the armed services because of bad health and illiteracy.

Available evidence shows that a well-educated citizenry does not become trapped in poverty. In a changing technological society the need for education becomes increasingly important. Although a considerable amount of improvement in Gilmore County's program of education from grades one through twelve has been made in recent years, limited available resources make needed educational opportunities increasingly difficult to provide. School dropouts are an enormous problem. Of the 13,092 youths between 6 and 18 years of age, nearly 20 percent are not enrolled in school. Nearly 60 percent dropped out of high school between 1953 and 1962, and the median school years completed in the county is only eight. One-fourth of the adult population has less than a fifth-grade education and is classified as functionally illiterate. Only 18 percent of the residents have completed high school or more. Except for a recent pre-school experimental program begun in one community (Elm School, a seven teacher school, kindergarten through grade 10), pre-school opportunities are not yet available.

The Gilmore County Cooperative Planning Council recognizes the need to make major attacks on its massive health, unemployment and other problems that result from poverty and which cannot be resolved without greatly improved educational opportunities for its children and youth. This project reports on a proposed program of pre-school education underway on an experimental basis at Elm School, Gilmore County. It is anticipated that good educational opportunities will help equip children to combat the problems of poverty which now trap them.

Enough work has now been done to prove that four-and-five-year olds can acquire concepts, achieve skills, and develop attitudes and motivation which will enhance their chances for success in later school years. Compared with children from more privileged environments, children from socially impoverished circumstances tend to enter school with a different preparation for the demands of the learning process and the behavioral requirements of the classroom. Among these children there is a high proportion of school failure, school dropouts, reading and learning disabilities, as well as adjustment problems. In order to counteract the effects of a deprived environment, on school performance, it is important that we provide enrichment or training in the skills underlying success in schools.

Presently, only a small beginning has been made to provide educational opportunities for pre-school children in Gilmore County. During the summer of 1963 and 1964, an experimental project was conducted in the Elm School community. In the fall of 1964, a kindergarten program was established for five year olds. The teacher, who has been the primary teacher in Elm School for several years and who served as the director of the summer project, is the first kindergarten teacher in the county. The report that follows is based on the information she provided.

The Elm School project program (6 weeks) began in 1963 for all community children who would be eligible to enter first grade either in the fall of 1963 or 1964. Twenty-six of the children enrolled in the program would be six years old before January 1, 1964, an additional twenty would be five before that date. The forty-six children were kept together for some periods - a short opening period, lunch in the dining hall, after-lunch rest, and a short closing period. For other activities the children were placed in small, flexible groups. The program for all children included physical education and free play, story book periods in the library as well as in classrooms, music and rhythms, science and creative art, and the use of language. The staff was composed of four qualified elementary school teachers.

The staff included persons with special talents in physical education, art and science, music, and language arts, in addition to a librarian, a hot lunch supervisor, and a cook. Two of the teachers drove the school buses.

Pupils from the Elm School district who had completed seventh grade were asked if they would be interested in contributing their time as volunteer assistants. In an overwhelming response, 62 Elm School pupils, former students, and visitors in the community offered their services. These volunteers worked one day per week. Under the direction of the project director, who was also one of the teachers, they helped in some way with most phases of the school program.

The children were helped in the development of basic physical skills. Instruction in the proper use of playground equipment was provided. In free play periods the children chose any playground activity they wished. Most children responded eagerly. Some needed special encouragement, and a few were still non-participants at the end of the summer. The volunteers were particularly effective in the physical education program in that they were able to give the children needed individual help.

In the library each group had a "story telling" period -- at least one story from an illustrated book each day was read to the children. The children participated in simple jingles, action verses and songs. They had opportunities to handle books and select their favorites; the librarian rated this as their most worthwhile experience in the library. Many of the children, however, were not ready for any but the simplest experiences relative to books and story telling. Often a volunteer worked with one or two children not mature enough to sit still and listen with the group, moving the restless children to places with fewer distractions. Some volunteers were excellent with the children in such activities as telling or reading stories to them; many, however, did not feel successful in this activity.

The teacher, a specialist in art and science, helped to provide a highly creative program which yielded tangible evidence more easily identifiable than possible in other parts of the program. The children had experience with crayons, paints, clay, etc. They took nature walks, observing small animals. Some of the art work was placed on exhibit, however much of the work was placed in the children's folders, providing very interesting records of individual growth. Although there was encouragement for development of skills in art, the program was completely creative in nature; children who preferred to spend part or all of the period playing with blocks were allowed to do so.

Activities covered a great variety of experiences -- singing songs, dramatizing stories; etc. For many children, learning jingles and verses did not constitute a successful experience; dramatizations of jingles were more popular. Opportunities for individual and group expression (oral) were almost completely unyielding of results. Very little was done with number readiness. Most of the children had some knowledge of counting and an interest in playing with the counting frame, but sustained interest in number readiness experience was generally lacking. Some reading readiness materials projected on the screen were popular, and provided an introduction to the use of audio-visual material.

The lunch program allowed opportunities for improved nutrition as well as valuable learning experiences about eating at a "set" table (with flowers) with some training in eating habits and table manners. Volunteers assisted in lunch preparation. The lunchroom supervisor made a real effort to extend the volunteers' experience in ways useful to them such as ironing, sewing on buttons, getting flowers for tables, etc. Volunteers eating with the children at their tables provided important learning opportunities for both groups.

The 1964 summer program in Elm School was similar to the 1963 program described above. In the current school year, 1964-1965, a kindergarten program for five year olds is underway, taught by the teacher who directed the summer programs.

Although an adequate evaluation of the opportunities provided for the pre-school children in the Elm School community is still in the making, available evidence seems to indicate that for children now in the primary grades, the chances for success in school are increasing. It has become increasingly apparent that teaching disadvantaged pre-school children is not an easy task. To accomplish the intended objectives requires the highest quality learning opportunities that can be provided. Unsatisfactory pre-school learning experiences must be guarded against.

The Gilmore County Pre-School Project is designed to provide a pre-school opportunity for county children. This experience will include both creative and disciplined activities, supplementing home background, to stimulate development conducive to successful learning. Maximum opportunity for all-round development will be provided by attention to individual deficiencies in all areas (including nutrition, health and welfare). It is hoped that the resulting increased school readiness will alleviate present problems of under-achievement, school failures, and drop-outs.

The pre-school program will be established in fifteen elementary school centers in the county to operate during and beyond the regular school term for approximately 450 five-year olds.

The program will be patterned on the experimental Elm School project. It will provide experience in language development, art, music, physical education, science, literature, self-care and school citizenship. Teachers, with the help of a counselor, will seek cooperation of parents and necessary agencies to meet individual needs.

Plans are underway to add to the program which will be in effect during the regular school term. Short-term pre-school projects may be established at school during the summer vacation. Certified teachers and teen-age students would be available for employment in the program, as carried out in the Elm School in 1963 and 1964.

Children to be enrolled in the program will be selected by a committee appointed by the Cooperative Planning Council of Gilmore County. Criteria used in selection will include:

- -- Determining the sections of the county most poverty stricken and culturally deprived.
- -- Checking with the welfare agency.
- -- Checking with school personnel to ascertain the families whose children would benefit most from this experience, noting the drop-out potentials in the family.
- -- Checking with the health department's knowledge of family needs.
- -- Making home visits.

Units will be established where possible in former elementary classrooms now vacant due to the decline in county school population. Mobile classroom units may be available in some cases.

The pre-school program will follow the regular school calendar except that a shorter day may be advisable. School bus transportation will be provided for children not within walking distance.

Personnel should include a well qualified, carefully selected supervisor to direct the program and to provide in-service education for teachers and assistants:

- -- One qualified teacher for each unit;
- -- Adult and student assistants according to the number of children enrolled, chosen from among the poor of the county;
- -- A qualified counselor to maintain active liaison with teachers, families, community agencies and services;
- -- School nurse, psychologist, and specialized consultants whose services could be shared throughout the county.
- -- Bus drivers;
- -- Secretary and bookkeeper,
- -- Custodians (part-time), preferably male residents among the poor.

Community Participation

Community participation is essential for a successful pre-school project. Home visits will be made to encourage and solicit parents' participation and cooperation.

The Board of Education will supply classrooms, lunchrooms, and school buses as a contribution "in kind" toward the expense of the program.

For the school hot lunch program, the schools receive some supplies from the surplus commodity program, and are reimbursed for part of the cost of milk purchased.

The counselor will cooperate with the state departments of health and welfare, as well as civic groups offering various services.

Application is made for support from the Office of Economic Opportunity for the remaining cost of the program, as a pilot program in county-wide pre-school services.

Budget in Kind:

Lunchrooms	$ 9,625.00
Buses	8,375.00
Classroom units	9,300.00
	$ 27,300.00

Federal

Project Supervisors' salary and travel	$ 5,000.00
Teachers' salaries (20)	50,000.00
Adult and student helpers	15,750.00
Adult $1.00	
Student ......$ .75	
School nurse and travel (1)	2,500.00
School psychologist and travel (1)	5,000.00
Counselor and travel (1)	3,500.00
Bus drivers (4)	3,696.00
In-service education	3,000.00
Audio-visual equipment and supplies	3,000.00
Classrooms materials and supplies	6,000.00
Classroom equipment	20,000.00
Hot lunches	10,125.00
Secretary and bookkeeper	4,000.00
Utilities (lights, coal, water)	875.00
Janitorial services	625.00
Gas and oil (school buses)	1,875.00
Total	$ 134,946.00

(Budget estimates for short-term projects are not included in this proposal)

Evaluation

Teachers and counselors will keep cumulative records of children participating, including special services, health records, and some appraisal of growth in different areas. As the children enter school there will be opportunity for evaluation by teachers of each child's growth. As the children participate in the county-wide testing program, comparisons will be made of achievement at various levels in reading, arithmetic and language development. (It is recognized that this method has limitation due to the difficulty of testing young children accurately and the many factors which influence growth and learning.) Special attention will also be paid to changes in children's concepts of themselves and their motivations for learning.

Since participation on the part of the children is voluntary, the program will be subject to the constant evaluation by parents as it applies to their children. At the close of each project year, evaluation will be made by the local schools and the county Board of Education to determine the desirability of continuing the project.

March 18, 1965

V. EARLY CHILDHOOD PROGRAMS

A. PRE SCHOOL AND DAY CARE

3. Program Example

INDUSTRIAL CITY PRE-SCHOOL

The Situation

This city is one of the 10 largest in the Nation, an eastern seaboard city of vast industries, including shipping by rail and sea, steel mills, factories, fishing, navy yards, State and Federal Government agencies, myriad businesses, and the full complement of churches, universities, and service institutions required to support an industrial society. The city was once able to absorb its newcomers. Within recent years, however, due to the rapid increase in the birth rate, and the equally rapid influx of new families, whose adults have only low-level skills -- simultaneously with the dramatic reduction in business and industry's need for such skills -- the "slum areas" have become broader, their population more dense, and their economy deeply depressed.

Children growing up in these areas have little chance for success. Families are large and many are fatherless, with the mother responsible for supporting and caring for the family. Most mothers who work are service employees in homes, restaurants, and laundries.

Neighborhoods are loosely organized, playgrounds have been sacrificed for new housing to replace homes which were inadequate, dilapidated, and crowded. Children play on the streets with whatever objects are available. Guidance is meager, for many parents themselves had little guidance, and are now too busy to give time to their children even when they know how to help them. Communication within families and neighborhoods is at the minimum, and cultural opportunities common to most other children are lacking. As a result, the pre-school education which most of our children receive within the family and neighborhood is unavailable to these children, and they enter school at five or six years of age unready psychologically, socially and often physically, to cope with school life.

Formerly, when the residents of these neighborhoods were not so much of one social level, and the school received fewer seriously disadvantaged children, the environment provided by peers and teachers combined to raise the level of understanding, and of literacy competency, of the disadvantaged so that the achievement levels of most such children were comparable to others. Recently, however, the number of disadvantaged families in the areas is now so concentrated that entire schools and school districts are sometimes made up of only deprived children. The earlier positive effects of a variety of neighborhood influences and of peer models is gone. Teachers find it difficult -- almost impossible -- to help children of such total impoverishment.

The most obvious elements which prevented the success of many of these children in school were:

- -- failure to develop a verbal language with which to clarify ideas or to communicate
- -- the absence of a positive concept of self as an important and capable person
- -- lack of understanding of the world about them: persons, common objects, places, events
- -- attitudes of withdrawing, withholding, of getting "out of the way".

As a result, kindergarten and first grade teachers were bewildered and asking for help. Communication with the children was impossible at the beginning of school and it was months -- sometimes more than a year -- before children were secure enough, and had sufficient background to respond to the curriculum. All teaching had to be pitched at a "below-school" level and vocabulary; even so the power of speech, knowledge of self and the environment, and self-confidence were slow to develop.

The school people -- principals, teachers, and supervisors -- took the problem to the superintendent. "Below-school" education seemed indicated, to prepare the children to deal with the school situation.

The superintendent obtained foundation funds in the fall of 1962 for a three year research project to bring children into school one year below kindergarten age.

The purposes of the project are to accelerate the achievement of children limited in their development by environmental factors beyond their control; increase parental understanding of the values of education and responsibility, and of participation in their children's education; and to facilitate communication between the school and community agencies as they work together to assist children and their families to raise their aspirations and improve their levels of competence.

The Project

The pre-school project groups were located in schools, because the school administration was sponsoring the project. Placing them within schools made use of existing facilities and services, and of the professional understanding and competence of school personnel.

Such locations make the program an adjunct to the school program, and thus give children encouragement in the development of school attitudes and behaviors, by built-in continuity in a school program provided from pre-kindergarten through the primary grades.

Schools whose administrators were especially interested in the project were selected in areas with the heaviest concentration of low income families.

One school, with 760 children, 60 percent negro and 40 percent white, was in an urban renewal area, where much was already being done to meet the needs of the children. Class size was held at 30; only qualified teachers were assigned; some extra facilities were provided; the school's program was tailored to the needs of the children, efforts were made to keep in touch with and interest parents; teachers kept abreast of community developments -- especially those which could be utilized to benefit children; care was taken to involve agencies when needed for the welfare of children; teachers took part in church-sponsored programs for children, and the Recreation Department operated after school programs for school children.

The second school housed almost 900 children, predominantly white. The children came from a housing project, where many families are on relief, or are supported by the mothers. The philosophy of the principal and teachers was that every child is of value. The school was not granted extra facilities of any kind; it was considered a good school by school officials. Community agencies worked closely with the faculty; community social workers cooperated willingly; and the Recreation Department operated evening programs for school age children four nights a week.

An Advisory Committee was established by the school superintendent. Nine persons represented the local schools; the superintendent, assistant superintendent, director of elementary education, director of research, project coordinator, and four senior teachers. Eighteen persons represented health and welfare, group day care of children, the parent-teachers organization and parent cooperatives, the Council of Jewish Women, the Urban League, Council of Churches, Urban Renewal and Housing, the county schools, the State Department of Education, and several universities. This Committee proved very helpful in the selection of locations for the centers, special staff personnel, and criteria for the selection of children; in collaborating in meeting children's needs; and in helping teachers take part in community activities for children.

The Staff

The project was assigned a coordinator from the central school office. Each project center was assigned a team of four adults: a Senior Teacher is in charge, chosen as a competent teacher of young children, skillful with disadvantaged children, and an Assistant Teacher also competent with young children. A Teacher Aide chosen from neighborhood residents performs clerical work, maintains records, and assists other staff members with duties which do not require teacher education.

Volunteers were recruited from community organizations, each to serve a school one day a week. They were selected cooperatively by representatives of the organizations and of the schools. Forms were devised to show relevance of their prior experience, as an aid in the selection process.

Staff members were oriented to the project by studying and planning together for the unique needs of these children, initial work with parents, record keeping, and for defining the relation of the project to the rest of the school system. Volunteers were given careful orientation during September and early October at the schools in which they were to serve. They received help in understanding the project; their own role; and in such practical areas as how to use the library; techniques for reading, storytelling, dramatization, art and music; and how to assist with observations and record keeping. Inservice training was provided continuously throughout the year for all staff personnel.

Selection of Children

To identify children most in need of pre-school experience, a list of conditions was drawn up, with the agreement of members of the Advisory Committee. It was agreed that three or more of these conditions would qualify a child for admission. The conditions were limited family income, low-value or low-standard of housing, high density of population per dwelling, dependency of family on public services, absence of a parent, changes in parent's life situations, chronic physical or mental disease in the family, records of adult or juvenile delinquency in the family, limited educational background of parents, limited school achievement of older siblings, and frequent changes of residence.

Children selected would become four years old on or before December 31, a requirement which placed them at 3.8 or 4.8, or a year below the age at which they could enter local kindergartens. In order to meet the research conditions of the project, children were excluded on the basis of medical examinations and mental tests if there were evidences of chronic disease which might cause frequent or prolonged absences, or physical impairment or mental retardation such as might interfere with their learning capacities.

During the spring of 1962-63, families with potential child candidates were contacted through the following procedures; letters of information about the project which contained a return postcard for those interested were sent to parents; church and lay people assisted in spreading information throughout neighborhoods and reported children who might be candidates (this formed the basis for a Child Census Inventory); managers of housing projects listed possible candidates; school nurses and counselors supplied names, and Well Baby Clinics opened their files to the project coordinator.

An informational letter was sent to each family identified; a meeting was held in each project center; after which parents were assisted in registering their interest, or lack of interest. Letters were sent to parents not at the meeting. Further, parents who expressed interest were given an appointment for the free examination of their children. Senior teachers and the coordinator contacted additional families by visits (the procedure was considered valuable because of face-to-face contacts and opportunity to observe and assess home conditions); interviewers called at the home to leave in written form the time of the appointment.

The testing program was held in the two project schools in August, 1963. A parent was asked to accompany the child and to bring his birth and vaccination certificates. The senior teacher, coordinator, and principal interviewed the parents, noting information about family structure and mobility, and the backgrounds of the child. Educational psychologists administered mental tests, including the Columbia Mental Maturity Test, and a Verbal Maturity Scale which was designed locally. A city health department nurse was assigned to each school to assist the doctor, and to record parental information on a medical questionaire. The items that were included related to medical history, physical and psychological development of the child; ethical standards and human relationships in the family, and patterns of parent-child interaction.

The teacher aide and volunteer assisted the nurse by weighing and measuring children. Eye examinations were conducted by volunteers from the State Society for the Prevention of Blindness.

All findings were evaluated by appropriate personnel and names of eligible children were sent to the research director in the school system. From the total group of eligible names, 33 children were selected at random for the experiment and 35 for a control group for each school. Parents were informed by letter of their child's acceptance or rejection.

The Program Objectives

The project has two major objectives: to help children from depressed areas overcome educational handicaps, and to determine those learning experiences needed to overcome the limitations imposed by their environment. The following guidelines were established by the staff: (1) readiness of children for learning activities differs, (2) expectancies must be established on an individual basis, (3) learning experiences must be planned to meet differences in readiness, and (4) provision must be made for differences in learning rate and in conceptual outcomes. Within these guidelines, teachers were encouraged to explore and to plan learning experiences in terms of children's backgrounds, needs, interests, and abilities, and in relation to community needs and resources.

The Curriculum Goals

-- To develop communication skills through listening and reproducing sounds, words, and short phrases and sentences; learning to speak clearly to the teacher and to peers; noting gross and finer visual discrimination in objects, pictures, forms, and interpreting real or vicarious experiences verbally.

-- To develop ability to understand quantitative relationships through verbal and numerical experiences using quantitative terms, such as near-far, high-low, and large-small.

-- To develop aesthetic values through experiences in art, music, rhythmic activity, literature, and creative movement.

-- To further health and physical development through provision for periodic examinations of vision, hearing, nutrition needs and general health; healthful surroundings; school practices which do not produce strain; and which meet needs for cleanliness of person, air and water; the rhythmic alteration of activity, rest, and sleep; nutrition; and protection from accident, and disease. Physical skills appropriate to young children include running, walking, hopping, etc. As a result of studying the health needs in one area, the school now serves breakfast to these children.

-- To develop understanding of self, others, and the environment, through developing a self-awareness, a positive self-image; awareness of, regard for, and interaction with others; and broadening recognition of and interaction with objects, places, and events in the ever-broadening environment, resulting in the continuous accruement of conceptual knowledge.

-- Since experiences simultaneously utilize all facets of learning (vision, hearing, speaking, communicating, feeling, thinking), only in rare cases would teachers attempt to develop any single ability in a child without paying attention to the others. Many experiences, they understood, call for listening, speaking, thinking, moving, all at one time. The desire to manipulate objects, (as a truck or building for instance) so strong in young children, leads to physical dexterity, feeling tones of purpose, disappointment, or success, understanding of the object and its characteristics, better understanding of self and of those who are cooperating, or who are on the periphery. Curiosity about an animal may lead to an excursion which utilizes every learning avenue and results in countless concepts. Each day, it was agreed, should contribute opportunities for growth in all desirable ways, with focus directed to the most observable needs. With some children, the crucial need will be for speech; with others, positive feeling about self or others, with still others, ways of interacting with persons or objects to receive the most satisfaction; and with most, an ever-increasing store of understandings and communicative power.

-- The subject matter possibilities which were explored by the teachers from their own background, and for adaptation when needed, included literature (stories, fables), music (recording, tapes), dramatization in pantomime, play (outdoor and indoor, large and small group, free and structured), art (crayon, easel painting), exploration (trips, observations, discussion), and other sources of interest in children. Vocabulary lists from each of these areas were begun, although it was understood that many words would emerge from the teacher-learning situations.

Parent-Involvement

Parents in these areas do not respond readily to the customary school-parent activities. Though they are interested in their children's development, apparently they do not feel adequate to help them achieve academically. The means used to involve them have been informal, consisting of planned and spontaneous conferences about their children; home visits; inviting assistance on trips, at the school, or in relation to a room or group party -- to make cookies, bring an apron, etc. Gradually, fear and reticence have dropped off, and many now come for meetings or discussions as to how they can help their children. Some parents helped in the examination sessions in 1964, and some have become paid Teacher Aides in the program.

Records and Evaluation

Records of individual children, maintained in folders, include the results of initial testing; information about the family structure, education, and occupation; and the pre-school experiences of the child. Progress is recorded through checklists in vocabulary and language development, number understandings, visual and auditory discrimination, and use of materials. Anecdotal records are made on selected children. Samples of children's work are dated and filed for future study.

Group educational experiences are recorded by the staff. These include summaries for each day; accounts of the most significant experience of each day; tape recordings on all aspects of the curriculum; movies and still pictures; vocabulary lists, records of trips and visits of resource personnel who contribute in some way to the program.

Staff meetings are held frequently and these are taped for review when needed.

Parental activities related to the center are recorded and communications to parents are filed. Records include attendance data and tapes of what seemed to be significant meetings. Major points of question or discussion are recorded and analyzed to be drawn on in individual parent conferences and home visits.

It is expected that some aspects of the value of the program will be observable as these children progress in the primary grades, as well as on achievement tests. Other aspects can be judged better through subjective observation or simple record-keeping, such as interaction with others and with objects and events; increased vocabulary and skill in communication; increased interest of parents; parents' reports about changed behavior of children and themselves. Tape recordings and records of teaching procedures in relation to goals, represent still another source of evaluation materials.

That parents have learned to value the program is evident in comments such as "My children know more -- they can count -- can tell stories -- can talk about many things -- they know more words -- take better care of things -- want a place to keep their clothes -- help younger brothers and sisters to learn to talk -- sing -- play games -- get along better with other children -- know how to get to some places."

Several research studies are being conducted through the cooperation of the school board, social agencies, and nearby universities. One relates to mental health; one to physical and mental health; one to records of changes in selected individual children; and one to changes in cognition.

In the fall of 1964, in keeping with the original proposal, two more centers were opened in two other schools under conditions similar to the above. These pilot programs have proved so promising that efforts are underway to obtain funds to extend the pre-school classes to 12 more depressed area schools.

Staff Qualifications

Coordinator - An Educator

Professional training and experience - Sound scholarship and good professional preparation, preferably a master's degree or more advanced work in education.

- -- Successful teaching experience, preferably in early childhood levels
- -- Satisfactory experience in school administration or in leadership of group activities
- -- extensive background in sociology and psychology
- -- understanding of child development, with special emphasis on early childhood education.

Personal qualities - Good physical health and emotional stability.

- -- patience and understanding
- -- ability to listen
- -- reasonable stability of personal plans since this assignment will continue for a period of several years

Professional qualities - Skill in establishing and maintaining good human relations.

- -- flexibility in attitudes and ways of working
- -- ability to speak effectively to both small and large groups, to professional and lay groups, in both formal and informal settings.
- -- ability to write effectively for both lay and professional consumption.
- -- insight and ability to sense research possibilities as they emerge in the project.

Senior Teachers

Professional training and experience - Bachelor's degree in education as a minimum.

- -- successful teaching experiences, preferably early childhood classes
- -- understanding of child development, with special emphasis in early childhood education.

Personal qualities - Good physical health and emotional stability.

- -- great warmth and patience with children of limited back ground.

Professional qualities - Flexibility in attitude and in teaching practice.

- -- skill in establishing and maintaining good human relations with adults as well as with children
- -- skill in delegating administrative and clerical details to clerical workers so as to free teachers to teach.

Teachers

Professional training and experience - Bachelor's degree or status of an intern in training.

- -- satisfactory experience as a teacher of young children

Personal qualities - Good physical and emotional health.

- -- reasonable likelihood of some stability of interest and continuity of service in the project.

Professional qualities - Ability to establish warm human relationships and ability to work with other cultural groups.

Teacher Aides

Training and experience - Typing and clerical training would be useful.

- -- some work with children in church schools, camp counseling, or scouting, if possible
- -- experience as a mother, or in other responsible relationships, with young children.

Personal qualities - Good physical and emotional health.

- -- willingness to take training for participation in the program
- -- reasonable likelihood of some stability of interest and continuance of service in the project
- -- ability to work with other cultural groups
- -- ability to establish warm human relationships

Volunteers

Personal qualities - Good physical health and emotional stability.

- -- ability to exercise patience with young children
- -- ability to establish warm relationships
- -- sincere interest in and respect for people of all groups

Professional qualities - Understanding of young children and their problems through practical experiences as a parent and/or as a participant in community groups.

-- willingness to take training for the program
-- readiness to give regular and dependable service to the center
-- use of appropriate dress that will not set the volunteer apart from the parents

V. EARLY CHILDHOOD PROGRAMS

A. PRE SCHOOL AND DAY CARE

3. Program Example

Description Of A Child Care Center Program

The public day care program in a large eastern city was initiated during the Second World War to serve children of working mothers, particularly those in employment related to the war effort. It became apparent early in the history of the centers that many of the mothers who used the service had been forced to seek employment for reasons unrelated to the war effort and that they would need to continue their employment after the war. Over the years, the interpretation of need for day care has been broadened to include any child between the ages of three and eleven whose needs may arise because of illness in the home or some particular physical or psychological need.

Information was gathered through local agencies and schools in the city. Surveys were made of the numbers of children attending elementary school and of the younger children whose mothers were employed. Since this program was operated by the School District, it was exempted from any licensing requirements other than that of the Department of Health and Sanitation. The Public Day Care Program was operated by the Board of Education and financed by parent's fees and by an appropriation from the City.

Centers operate from 7 a.m. to 6 p.m. five days a week, 12 months a year, except for legal holidays. Children between the ages of three and eleven are admitted. Centers are organized into preschool and school age groups. The Nursery group, consisting of 18 to 20 children is designed for 3 to 4½ year olds. The Kindergarten group, 25 to 30 children, is for the 4½ to 6 year olds. The Young school age group, numbering 25 children, assumes responsibility for the 6 to 12 year olds.

Children spend from seven to ten hours per day in the center. This fact places upon the center a tremendous responsibility for maintaining a proper health and nutrition program. Every possible safeguard is taken to assure adequate health protection. Before admission, every child is given a complete physical examination in the center clinic by a physician assigned by the Division of Medical Services. Physical defects are noted and their correction encouraged. Vaccination and immunization against diphtheria are pre-admission requirements. Six month periodic check-ups are made. Daily morning inspection is made routinely by the admitting teacher before the parent leaves the child.

The well-balanced, cooked meal served at the center in the middle of the day provides the child with most foods required for normal growth and development. Fruit juice and vitamin concentrates are served in the morning and a snack of milk and crackers in the afternoon.

Weather permitting, pre-school children spend two hours per day outdoors. The day is scheduled with alternating periods of active and quiet play to avoid over-stimulation. The nursery groups have a rest sometime during the morning. Both nursery and kindergarten groups have a sleep period of approximately two hours after lunch On school holidays and during the summer, the school age children have a scheduled rest period following lunch.

Educational Program

The daily program for the pre-school children offers the same experiences as nursery and kindergarten education programs. For this reason five year olds are retained in the center rather than sending them into the regular school kindergarten which would necessitate the daily adjustment to two groups of children and two sets of teachers. The program is based on knowledge and understanding of the fundamental needs, growth and development of children and provides a rich variety of experiences. The environment encourages individual and group play on a constructive level so that children may learn and experience the satisfaction of independence, creative expression, taking responsibilities, or sharing, or experimenting with materials, and of learning about the world around them.

The teacher's contact with each child affords her ample opportunity to observe the child's ability to function in the group and to give him the needed help and support. She is in an excellent position to detect problems of emotional disturbance and to motivate the parent to seek further help if required.

The program for the school age child is recreational, educational and cultural. It provides opportunities in arts and crafts, dramatics, music, stories, dancing, cooking, science, indoor and outdoor games. The program includes picnics, and trips to museums, zoos, airports, etc.

For eight weeks during the summer, the centers operate a day camp. The school age groups of each center are assigned for a two week period. The children are transported from their respective centers by school bus, leaving the centers at 8:15 a.m. and returning at 4 p.m.

The camp program is an excellent one and provides for all types of outdoor experiences with a focus on nature study. There are hikes, fishing, outdoor cooking, pitching of tents and instruction on conservation and survival. In addition to the center teachers and several teen-age junior counselors provided by each center, the camp staff consists of a director, a nature and camp craft instructor, a senior counsellor and a fishing instructor who assists in nature instruction.

Relationship with Parents

At time of admission, the head teacher interviews the mothers of pre-school applicants and school age applicants. The purpose is to match the service to the specific needs of the child and detect emotional disturbance. The interview explores the child's behavior, to determine whether he can benefit from the program.

In maintaining a close relationship with the parents the head teacher gains an excellent picture of the family situation and usually develops rapport with the mother. At this time, teachers can become acquainted with the mother because the child has at least two lengthy visits with his group prior to admission. After admission, there are opportunities for parents and teachers to share information and to consult informally when the parents bring and call for their children. While parents of school age children are not required to escort their children, they must visit the center at least once a month. Conferences regarding a child's adjustment are arranged among parents, teacher and the head teacher.

Evening meetings for parents are held in most centers several times a year. Generally a committee of parents assists in their planning. The programs for these meetings are usually instructional focusing on some aspect of child development or behavior.

Personnel - Administrative (Central)

1 Director
1 Assistant Director
3 Supervisors
    Pre-School - Qualifications - Master's degree in Early Childhood Education plus experience
    School age - Qualifications - Master's degree in elementary education plus experience
    Social Work - Qualifications - Master's degree in social case work and supervisory experience
    Salary Range - $8,337 - $10,587.
Consultation from city Child Guidance Clinic
2 Secretaries

Administrative (Centers)

1 Head Teacher per center
    Qualifications - A bachelor's degree from an approved teacher training institution with a major in early childhood education or elementary education plus a minimum of three years of experience in teaching or supervision, preferably in a day care center.
Salary Range - $6,300 - $7,800.

Teachers - 1 head group teacher for each group. Pre-school groups also have an assistant teacher.

Qualifications - A bachelor's degree from an approved teacher training institution with a major in early childhood for pre-school, elementary or art education for school age.

Salary Range - $4,800 - $6,900

Assistant Teachers -

Qualifications - At least two years of post high school training (60 semester hours) including a minimum of eight semester hours of credit specifically in the field of early childhood education.

Salary Range - $4,200 - $6,300.

A physician is employed on a part-time basis to conduct pre-admission and follow up examinations at the rate of $4.20 per hour.

In addition to professional staff, each center has -

- 1 cook (Salary Range $2,200 - $3,100)
- 1 assistant cook and cleaner (Salary range $2,100-$3,000)
- 1 part-time helper, in centers averaging daily attendance of more than 75.

Since centers operate in school buildings there is additional service from school maintenance employees.
Two "handy men," one full time and one part-time, are employed to service all centers in toy repair and repair of equipment.

The size of the staff in the various centers varies with the enrollment. In general, centers are organized on the basis of two pre-school groups, and one school age group with a teacher and an assistant for each pre-school group, and one teacher for each school age group. The ratio of teachers to children is 1 to 10 nursery children (3 to 4½ year olds), 1 to 15 kindergarten children (4½ to 6 year olds), and 1 to every 25 school age children (6 to 12 year olds). This ratio is influenced by the 11 hour day, the immaturity of the youngest children and the wide age range in the school age group.

Fees

There is a sliding scale of fees based on income and size of family. The minimum fee for one child is $3.00. The maximum fee represents cost of care. At the present time it is $16.00 per week. The maximum fee for the school-age child for the school year is $11.00 per week. Fees cover approximately one-third of the cost of care.

V.A.40

Below is outlined the Continuing Operating Cost of one Center (100 Children) For a One Year Period.

1 Head teacher, 4 teachers, 2 assistant teachers	$51,350
1 Cook, 1 cleaner, 1 part-time cook	8,000
1 School custodian (part-time)	2,000
Instructional supplies & play equipment (consumable educational supplies, toys and play equipment)	800
Medical services and supplies	350
Household supplies (dishes, flatware, sheets, towels)	575
Custodial supplies (cleaning, toilet tissue,etc.)	150
Food	7,100
Laundry	350
Telephone	125
Utilities (gas, electric, fuel - prorated charge on basis of portion of school plant occupied)	600
Equipment (refrigerator, furniture, etc.)	980
Insurance (Workmen's compensation)	140
Armored car service (for fee deposits)	70
Total	$72,590

(Note - This does not include an item for rental.)

In the establishment of one new urban center, provision was made in the budget for the purchase of the following:

Furniture - (20 - 3 and 4 year olds; 30 - 5 year olds)

12 tables @ $20 each	$ 240.00
50 chairs @ $4.75 each	237.50
2 teacher's tables @ $20 each	40.00
4 utility cabinets @ $35 each	140.00
50 cots (aluminum, stackable) @ $13 each	1,650.00
1 piano	600.00
2 chairs (teacher) @ $7.50 each	15.00
Play Equipment	
2 sets of solid blocks @ $300 set	600.00
2 sets of hollow blocks @ $135 set	270.00
2 sets of doll corner equipment @ $92 set	184.00
2 block carts @ $35 each	70.00
Shelves for toys, puzzles, etc. @ $40	40.00
1 record player	40.00
Toys, records, books, etc.	250.00
Outdoor play equipment	400.00

Furniture - (50 - 6 to 11 year olds)

8 tables (6' x 25")@ $42 each	$ 336.00
50 chairs (14") @ $3.50 each	175.00
2 teachers' desks @ $60 each	120.00
2 teacher's chairs @ $7.50 each	15.00

4 utility cabinets @ $35 each	$ 140.00
play equipment	250.00
blankets (cotton & wool) sheets & washcloths	600.00

Kitchen equipment

1 range	250.00
1 refrigerator	800.00
2 worktables	120.00
Cooking utensils	100.00
Flatware, dishes, tumblers	300.00
1 electric mixer	300.00
Total	$8,282.50

March 18, 1965

V. EARLY CHILDHOOD PROGRAMS

A. PRE SCHOOL AND DAY CARE

3. Program Model - A State Local Child Care Center Program

Center Program

STATEMENT OF LEGISLATIVE POLICY

"The policy of the Legislature in enacting this chapter is to continue child care centers to provide care* and supervision of children necessitated by the employment of women with children..."

PROGRAM FUNCTION

The function of the program is to provide, within nursery and school-age centers, care and educational supervision for children from two years of age through the elementary school years during the long hours their mothers are at work.

The service is primarily for families whose incomes fall within the "means test" as established by the Legislature. In actual practice, then, the "means test" rule establishes a family income level below which the family unit might not be maintained unless the children were cared for to enable the mothers to work to help support their families.

WAYS TO ACCOMPLISH THE PURPOSES

Child-care centers for children from two to five years, and care for kindergarten and school-age children before and after school can best be provided through the schools. The school is obviously better fitted to assume this responsibility than is any other agency in the community, for the following reasons:

The school is the community institution accepted by all people as a center for child care.

The school has budgeting and auditing facilities which can immediately take over the receipt and expenditure of the necessary funds.

The school has in many instances suitable housing and playgrounds for the extended-care program or has established standards for facilities upon the basis of which adequate situations may be selected.

The school has personnel trained in the understanding and care of children. These persons can assist in organizing and supervising the program and can help in the training of additional personnel.

Many school systems have already had experience in organizing preschool centers, in carrying on the health, protection, and training program appropriate to pre-school children. Recreation programs have also been conducted in connection with schools.

PLAN FOR OPERATION

The governing board of any school district or the county superintendent of schools with the approval of the County Board of Education, upon the request of one or more school districts, has the authority to establish and maintain child care center programs under the standards established for these centers by the Superintendent of Public Instruction and State Board of Education Regulations for children between two and 16 years of age.

A school district or the county superintendent of schools is charged with the responsibility or administering child care centers.

DESCRIPTION OF THE CHILD CARE CENTER EDUCATIONAL PROGRAM

The program encompasses an 8-to-10 hour daily program for prekindergarten age children and a 4-to-6 hour daily schedule for school-age children who attend centers before and after school and during vacation periods. Child care centers provide many and varied kinds of learnings which begin during the pre-kindergarten years. These experiences constitute the foundation for continuing learning throughout school and later life. Children's bodies and their intellectual abilities are developing rapidly during the early years. Emotional patterns and social behaviors are evolving. In these important formative years children need opportunities to share in activities with their peers and to develop concepts about their world.

The child care center supplements and extends the experiences offered the child in his home and at school. The curriculum which is planned around the needs of the rapidly growing child provides for continuity of development and learning. Implementation of this curriculum is achieved through providing qualified teachers whose educational preparation, experience and special abilities make it possible for them to carry out effectively the purposes of the program. Essential tools for the teacher are materials and equipment chosen for their instructional value.

The curriculum is based upon principles of growth and development, using the interests and first-hand experiences of the children in determining the kind and sequence of activities. Through these experiences in varied activities, the children learn to use and manage their bodies with more skill and a growing sense of achievement and confidence, and develop healthful habits of play, rest, elimination, and eating.

The children are given an opportunity to extend their interests and understanding of the world about them by investigating and experimenting, and by thinking about relationships they discover in their environment, Work and play productively with other children, acquire some independence, and communicate their feelings to other children and adults.

Children learn to express themselves creatively and spontaneously through art (building, modeling, painting); music (rhythm, singing); language (conversation, storytelling, rhymes, and dramatic play).

The organization teaches children to enjoy browsing, listening, observing, exploring, making plans, discussing experiences, accomplishing tasks important to them.

RELATIONSHIP WITH PARENTS

The child care center also offers educational experiences to parents through consultation with teaching staff, discussion in parent meetings, and participation in center activities. Thus parents learn to better understand young children and the child care center accordingly helps parents to fulfill their dual roles as parents and wage earners with more confidence and satisfaction.

Some of the ways found helpful in bringing about cooperative relations between parents and the child-center personnel are:

> Preliminary conference with parent before child has entered;
> Conferences with parents after staff members begin to know the child;
> Informal conferences when child is brought to school and called for by parent;
> Occasional group discussions of common interests;
> Demonstrations and exhibits of materials of interests to parents;
> Occasional home visits by staff;
> Parent visits and observations;
> Occasional informal dinner at the center for a small group of parents and their children with the staff;
> Opportunity for entire family to have evening meal at the center;
> Parent committees which undertake services such as sewing, securing and making equipment, and the like;
> Use of simple check lists.

To foster an adequate program of cooperation, staff and parents should work together with a common philosophy of child guidance. Out of this may grow cooperative enterprises in which homes and child-care centers share responsibility with other organizations for promoting the growth of community life which is larger than the education of individuals.

HEALTH SUPERVISION

The foundations of mental, physical, and emotional health are laid in the earliest years of life. For children whose mothers work, the pre-school unit must provide, to a considerable extent, the opportunities for laying these foundations of health. Those taking responsibility for the care of young children in groups must not only set up safe-guards to protect the children from the particular health hazards which accompany group care, but must also provide an environment which will promote the health of each child.

Centers have the services of a physician and/or a public health nurse in planning a continuing program of health supervision for the children in the centers. (In addition to the physical examination required for admission, subsequent examinations should be arranged at intervals of no more than six months). Daily inspections on arrival at the center and health clearance after illness are provided. The public health nurse renders invaluable services in general health supervision, interpretation of the physician's findings, and recommendations to the family and the teaching staff, and in home visiting where indicated. This type of nursing service, which has as its objective the promotion of health in the group and the integration of the health program in the child care center with that in the home and the community, is of far greater value than is ordinarily rendered by the nurse serving the center alone.

COMMUNITY COUNSELING SERVICES

The extent to which community counseling services are provided depend on local resources in the individual communities and school districts. Some of the sources of community services used are as follows:

Agencies for family consultation,
Health and Welfare departments,
Consumer information centers,
Recreation agencies,
Federal housing authorities and other federal agencies,
Churches,
Counseling services of industry,
Counseling services in industrial training schools,
Advisory services in the union to which the person belongs,
Child guidance clinics and services,
Schools, and
Volunteer placement agencies.

V.A.46

ADMINISTRATION AND SUPERVISION

The importance of staffing the child care centers with qualified personnel has been recognized from the beginning of the program and requirements for child care center permits are established by the State Superintendent of Public Instruction which specify the professional preparation required for teachers and supervisors of programs.

The term for which the permit is issued and the requirement for renewal are dependent upon the professional qualifications of the applicant.

Child care center permit requirements are as follows:

Supervisor of 3 or more centers in a school district.

By law: a holder of a standard teaching credential with specialization in elementary teaching.
Two years teaching or supervision experience within the past 5 years; a bachelor's degree with a major in, or 16 units including 2 units in supervision from any or all of the following fields: Nursery education, early childhood education, or child development, including student teaching with nursery school or elementary school-age children.

Regular Permit for Supervisor of a Single Center.

Ninety semester units of course work with 16 semester units including 2 units in supervision in one or more fields listed in B above. This permit may be issued on a postponement of requirements basis for those who have not completed the 16 semester hours of specialized work.

Regular Permit for a Child Care Teacher.

By law: a holder of a standard teaching credential with specialization in elementary teaching.
Sixty units of course work with 8 semester hours from nursery education, early childhood education, or child development. May be granted on a postponement of requirements basis to those who have not completed the 8 semester hours of specialized courses.

Provisional Permit for a Child Care Teacher.

Thirty semester hours of course work. Statement by district of intent to employ. Issued for term of 2 years, renewable upon verification of five months' experience, and completion of 4 semester hours of acceptable course work.
"Grandfather clause" to continue eligibility to serve for those not blanketed in by law.

STAFFING PROVISIONS

In staffing a preschool unit, the ratio of trained staff members to children is one to eight or ten children, if the group consists largely of three-andfour-year-old children. When the group includes many two-year-olds the ratio of trained staff members to children is usually one to six or eight children. Aides are drawn from the immediate neighborhood, and receive on-the-job training. They assist the teacher with direct care of the children, and one assists in clerical responsibility. The local supervisor decides whether or not mothers of enrolled children shall be employed as aides.

The staff of a single nursery school center for 30 to 35 children generally includes the following members:

Position	Number	Annual Salary Range
Supervisor	1	$4,800 to $6,600
Teacher	3	4,000 to 5,400
Aides	5	3,000
Cook	1	3,600
Housekeeper	1	3,300
Nurse	1/5	4,800
Physician on Call		

The schedule of the unit must be arranged in each community to meet the needs of working mothers. If possible, the schedule should be kept within twelve hours. Staff members work on a forty-hour per week schedule.

The staff of each before and after school center for 40 school-age children generally includes the following members:

Position	Number	Annual Salary Range
Supervisor	1	$4,800 to $6,600
Teacher	1	3,600 to 5,400
Aides	2	3,000
Cook-Housekeeper	1 (part-time)	3,600
Nurse on Call		

Program supervision and in-service educational training is provided by the following individuals and professional groups.

— The State Department of Education is responsible for program standards and personnel practices within the Divisions of Instruction and Higher Education. A full-time child care consultant assumes major responsibilities for coordination and supervision of program development at the district and sectional areas.

- The Child Care Centers Directors and Supervisors Association provides workshops for the pre-school and school-age supervisors and teachers.

- The Association for Nursery Education holds educational workshops and seminars on a regional and State basis.

- Large and medium-size school districts provide intensive in-service education opportunities for child care personnel staffs and also integrate center personnel in district-wide workshops.

PHYSICAL FACILITIES FOR A PRESCHOOL UNIT

In setting up physical facilities for a preschool unit, it is essential to remember that this is to be a young child's world. It differs from his home which is geared primarily to the activities of older members of the family. It differs, too, from the usual concept of an elementary school. This is to be an environment so uniquely adapted to the growth needs of two-, three-, and four-year old children as to insure their optimal health and to further their development. Basically, the following provisions must be made for the health and development of the children:

- Daily health inspection,
- Motor activity both indoors and out,
- Experimentation with play materials advantageous to physical and mental development,
- Adequate amount of food,
- Elimination,
- Rest and sleep,
- Isolation when necessary,
- Quiet relaxing play,
- Room for emergency use in case of illness,
- Satisfaction and progress in self-help,
- A wide range of sensory experiences,
- Beginnings in the arts,
- Opportunity to carry on through spontaneous dramatic play the adult activities observed in home, school, and neighborhood.

ESTIMATED ANNUAL BUDGET FOR A NEW CHILD CARE CENTER UNIT FOR 30 to 35 CHILDREN

A suggested budget for a pre-kindergarten child care center unit for 30 to 35 children, operating 12 hours a day, 5 days a week, for 52 weeks a year, is as follows:

Budget Expenditures

Personnel	Amount
Supervisor (1)	$ 6,000
Teachers (3)	14,400
Aides (5)	15,000
Cook (1)	3,600
Housekeeper (1)	3,300
Nurse (1/5)	960
Total Salaries	$43,260
Fixed Charges (10% of salaries)	$ 2,826
Food (40¢ per day per child)	3,500
Supplies for Children	350
Other Supplies	1,200
Current Expenditures	$36,136
Capital Outlay	1,664
Total Expenditures	$37,800
Income *(35 children x 9 hours a day x 250 days a year x 48¢)	$37,800
*State support (2/3 of 48 cents)	32¢ an hour
Parent average hourly fee	16¢ an hour

It should be noted that no provision has been made in this budget for initial costs, i.e., capital outlay, equipment, supplies and pre-operational salary costs.

PRE-SCHOOL RESEARCH AND EVALUATION

Three elementary school areas are included in the program. These particular locations were chosen because:

- They represent a good geographical spread through the city
- Facilities are available
- A large proportion of elementary school-age children in the area are deficient in learning skills.

The children enrolled, and their parents, will be involved in the program for the school year prior to the time of the children's entry into kindergarten. The progress of the experimental and control groups in both the 1964-65 and the 1965-66 groups will be followed through the third grade. Evaluation will be as follows:

- Teacher judgments at each grade level
- A reading readiness test (Lee-Clark, Gates, or Stone-Grover) at the end of kindergarten
- Gates Reading Test and the Kuhlmann-Anderson Intelligence Scale during the last half of second and third grade.

As part of the evaluation and with particular reference to diagnosis and program planning, a record system will be established for the pre-kindergarten program along the following lines:

- Checklist of developmental abilities from observation (weekly entries)
- Anecdotal records - kept from observations of the teacher
- Summary of test results
- Health records - illness, weight, height, eye and ear tests.

The supervising teacher working under the direction of the Interagency School Project research staff will be responsible for evaluation of the program.

V. EARLY CHILDHOOD PROGRAMS

A. PRE-SCHOOL AND DAY CARE

3. Program Example

Description Of Migrant Day Care Centers And Services In An Eastern State

One state's contribution to the principle of day care services for children of working mothers is reflected in the establishment in 1954 of seasonal day care centers and services for the children of migratory farm workers. By 1964 eleven such day care centers and ten social workers were available to the 19 counties in the state employing migrant farm labor.

The State Department of Public Welfare recognizes that, in general, all social services given to migrant families and children who come to the State should be administered and operated by local public and voluntary agencies. In the absence, however, of such day care centers and services for the children of migratory farm workers, it saw the necessity for providing for their care and protection.

The purpose of the state's program for migrant day care centers and services is to protect all migrant children under 14 years of age who are left in camps without adequate care or supervision, including very young children and infants who are taken to the fields and orchards by their parents.

The goal of the centers is to create an atmosphere in which the children feel loved and wanted, while receiving responsible supervision and good physical care. The program aim is to give them an opportunity through early childhood education for the young, and instructional hours for the school-ages to develop further their interests and capacities for growth.

The Department of Public Welfare assigned the Office for Children and Youth responsibility directly or through contract:

- — to locate and determine the need of such services in those counties of the State which employ migratory farm workers between June and October;
- — to offer consultation and assistance in community planning and organization where indicated;
- — to operate migrant day care centers and services where none is provided;
- — to contract for, and supervise a purchase-of-service plan, for the operation of day care centers where feasible.

In an effort to keep this program community-based, the Office for Children and Youth in 1957, employed a community planner or organizer to help communities develop committees on migrant child care. Requests for this service were accepted from:

Church-related committees on services for migrants,
Citizen committees on services for migrants,
County Commissioners,
Growers associations,
Health and Welfare Agencies and Councils.

The following criteria were used by the community organizer to determine need for day care centers:

- — Number of workers and length of time usually in the area;
- — Number and ages of children, two to fourteen years of age, who may attend day care centers;
- — Number of mothers who work regularly in the fields;
- — Feasibility of establishing a day care center.

The community organizer obtained most of this information from the Farm Placement Agent, Bureau of Employment Security and other governmental agencies, farmers, and crew leaders.

The minimum attendance requirements for establishing a center were:

- — At least 20 children in the area between three and fourteen years of age, who will attend the center at least three weeks;
- — At least ten children ready to attend on the opening date of the center;
- — An anticipation of 20 children attending the center within two weeks;
- — No child enrolled who would have to travel more than twenty miles one way from camp to center.

Organization Of A Migrant Child Care Services Committee

When it was determined that migrant child care services are needed, the organization which sponsored the request named a child care committee of not more than six members, to work with the coordinator of day care centers and the staff of the Office for Children and Youth.

The committee collected information about facilities for the centers and transportation for the children; enlisted volunteers to assist in day care centers, and to help the social worker; and sponsored pre-season meetings to inform the community of need for the programs to be provided.

During the winter months the community organizer helped the local committee to re-evaluate the program, to re-organise itself, and to plan for the next summer.

In one state there are eight such committees.

In 1952, the Governor established, by executive direction, a Governor's Committee on Migratory Labor in response to the appeal of church-related and citizen groups. This Committee has functioned continuously under the chairmanship of the Secretary of Labor and Industry. The Secretaries of other departments have offered their services to the program initiated by it. Each successive Governor has to give approval to the Committee and the program sponsored by it.

Administration Of Day Care Services

The responsibility for the administration and operation of the migrant child care services rests with the Supervisor of Special Services in the Office for Children and Youth, and a staff assigned for this purpose. They develop policy, procedures, and rules. The Supervisor employs and supervises a full-time community organizer and a staff of social workers for each summer, contracts for the operation and supervision of the day care centers, and gives overall consultation to the coordinator of such centers.

The Office for Children and Youth purchases, at 100 percent of cost, services to operate day care centers by contracting with:

- — State colleges and universities. At present only the State University provides this service.
- — County Commissioners who will purchase services for day care services for migrant children from community day care centers. The services thus contracted for must meet State regulations for day care centers.

Operation Of Day Care Centers

Children are enrolled from ages 3 to 14. State regulations require that no child under the age of 3 shall be enrolled in day care centers. The regulation is based on the concept that children under 3 are not ready for full day group living. In this program, efforts are made to find other types of care for these young children, such as in-camp care or foster home day care.

The numbers of children who can be cared for in a center depend on the state regulations regarding indoor and outdoor play space for children. In this State there must be 35 square feet of indoor space for each child, and 65 square feet of outdoor play space.

The size of each group of children in one center and the teacher-pupil ratio are also regulated by the state.

Age	Number of Children In a Group
Three to four years	15 Children
Four to five years	20 Children
Five to six years	20 Children
Three through five years (mixed age group)	15 Children
Six to eight years	25 Children
Eight to ten years	25 Children
Ten to sixteen years	25 Children
Six through ten years (mixed age group)	25 Children

The day care centers are open from 8 A.M. to 5 P.M., five days a week.

Suggested Basic Program

(To Be Modified as Needed)

8:00 a.m.	Arrival and breakfast
8:45 - 9:15 a.m.	Assembly - School Age Announcement of the day's program Singing Stories
9:15 - 11:15 a.m.	School Age - Educational instructions Snack Preschool - Creative activities Supervised play Snack
11:15 - 12:00	School Age - Recreation Preschool - Supervised play
12:00 - 12:15	Clean-up and rest
12:15 p.m.	Dinner
1:00 - 3:00 p.m.	Rest
3:00 - 4:30 p.m.	Supervised recreation and play Craft projects and art activities Music Field Trips
4:30 - 5:30 p.m.	Clean-up and snack
5:00 p.m.	Departure

Migrant day care programs need careful planning. While there are many similarities between day care for local children and for migrant children, there are also many differences.

"Since the children are unused to routines or a wide variety of materials, they will need help from the teachers in understanding their uses. Too, for highly active, energetic children coming from a poverty-stricken environment, a well stocked playroom may be overstimulating and distracting. Therefore, it is recommended that a minimum of materials be brought out until there has been some opportunity to demonstrate and define their uses.

"An assembly for the school age, after breakfast on their first day, will help the teachers structure the day care situation for the children. The teachers can inform the children simply as to what is expected of them. If the rules, limits, and expectations, as well as the interesting experiences, are clearly defined it may help minimize some of the chaotic and aggressive behavior experienced initially by some centers.

"This applies as well to preschool children. Materials should be limited until the uses of new materials can be demonstrated and explained. Though the day cannot be structured as a whole to a group of preschool children, they can be informed ahead of time what the next step will be and what is expected of them.

"Since the 'old' children may reject new children coming to the center, they should be alerted the day before, if possible, when new children will be coming. It should be possible to discuss this and have the children help welcome them and show them around.

"At first, Spanish-American children tend to be quiet and shy. They may need teacher-suggestion, support and encouragement to explore and to develop initiative in using the various toys and materials. There may be some separation difficulties with the preschool children, and some reluctance and uncertainty with some of the younger school age. Having one of the school-age children interpret the program to the younger children may help initially. Inviting the parents and children in to preview the center and/or hiring a parent or adolescents to be part of the staff may help, too."*

Staff Of Day Care Centers

- -- The Coordinator of Day Care Centers is a qualified teacher with a master's degree in child development. She carries out the program under the direction of the College of Home Economics and supervises all Directors of Centers. This includes the one day care center which is operated by church agencies whose services are purchased by the County Commissioners.

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*HANDBOOK - MIGRANT DAY CARE PROGRAM, Department of Child Development, College of Home Economics, State University

- The Director of a center is the administrator of the center, and, if she is a qualified teacher, directs the activities of the children. Preference is given to those teachers trained in early childhood education. Their salary is graded from $18.00 a day to $22.50 a day, according to experience and education. If the Director is not a qualified teacher, a qualified teacher trained in early childhood education or elementary school training must be employed at the same salary as the Director. The Director arrives at the location of the center one week before it is to open in order to employ domestic staff, prepare the facility for occupancy, and purchase food and household needs.

- College students with majors in child development, sociology, elementary and special education are employed as teachers, Their salaries ranging from $9.00 to $10.00 a day. Local low income residents with qualifications and interest are frequently employed.

- Girl Scouts, 4-H Club members, and women from many church groups act as volunteer assistants.

- The social worker member of the day care staff must have a bachelor's degree from an accredited college. Those having a master's degree in social work are given preference and are employed at higher salaries than those with less training. For example: Caseworker I - $183.00 - Bachelor's degree; Caseworker II - $202.00 - one year in school of social work; Caseworker III - $233.50 - master's degree in social work.

- For migrant day care centers which are of short duration there seems to be little need for clerical staff. The State office and University do whatever typing is needed.

Transportation Of Children

Most migrants live in small, scattered camps, so that the centers are in a location as central to the camps in each area as possible.

Transportation is the costliest item in the budget, but it is cheaper to transport children than to operate day care centers of less than 15 children. Many rules are made regarding how children may be transported. Contracts are made with transportation companies and licensed school bus drivers. Agreements are made for use of private cars, and all the requirements of the State Vehicle Code must be followed.

Fees

A fee for the care of the children is expected of all parents. The amount varies from area to area according to local pay scales. It averages about $1.00 a week per child. Most parents are willing to pay this. The social worker plans the fee with the family and collects it weekly.

Relationship With Parents

Since 1956, one or two social workers have been employed at each day care center. This position is under the supervision of the Supervisor of Special Services of the Office for Children and Youth, or an Assistant Supervisor. This worker is responsible for:

- providing a social service component in the day care center, helping parents and children make adjustments to the center;
- counselling with the families about their health and welfare problems;
- developing a good working relationship with the local migrant committee which co-sponsors the day care services;
- engaging the interest of farmers, crew leaders, and migrant families in the day care program;
- enrolling the children in the day care center;
- arranging for the health examinations of the children and for the subsequent follow-up of the recommendations; and
- referring families to local health and welfare agencies, as indicated.

The day care staff visits parents,

There are other organizations in this State with which the day care services are coordinated and which deal more closely with the adults, such as chaplains, priests, nutritionists, and public health nurses.

Health And Social Services

The State requires that every child, before admission, be given a complete physical examination. With the help of County Child Health Centers the Day Care Center has been able to carry out this measure. All children are examined and given the necessary immunization. Some examinations are not given prior to admission because of the limitations of time of arrival and the time the doctors are available for clinics. No examination or immunization, medical care, or treatment is given until the social worker has the written consent of the parents.

When Child Health Clinics are not available, the Director of the day care center has funds with which to pay private physicians for such examinations, immunizations, and for any emergency call or visit. Through the Child Health Center all children are checked for need of medical care or remedial surgery, and, if necessary, the social worker makes arrangements with the clinic, physician, or hospital. Each summer umbilical hernias are repaired, tonsils and appendices removed, and other minor surgery completed. Treatment is also undertaken for worms, congenital heart murmurs, and skin rashes. Dental care is offered.

Since 1963, under the provision of the Migrant Health Act, many Family Health Clinics are being established in the State. The social worker takes many migrant children to these clinics, and follows out recommendations made, whether or not they are enrolled in the day care center. The consent of the parents is always required, even though parent participation in arrangements is difficut to get because of their long working hours. When the parents go to Family Health Clinics, their children usually accompany them.

Staff Development

There is little time for the development of individual staff members in these short-term programs, but the State has been able to orient staff to the program through the use of workshops, handbooks, and regular staff meetings.

- -- Workshops. In the years when most of the day care centers opened at the same time, a two-day centralized State Department workshop was held for all staff members who would work with migrants under either public or voluntary auspices. Later it became evident that it would be more helpful if the staff were oriented in the regions they were to serve. For the last four years, four to five regional orientation workshops have been held in different parts of the State each summer.
- -- Handbooks. A detailed handbook has been prepared for social workers and another for teachers which contains: purpose, policies, and principles of the program; an outline of program; responsibilities for the program; charts, maps, and list of committees; and personnel practices.
- -- Staff Meetings. Additional orientation is given through weekly staff meetings.

Physical Plant

Facilities for these short-term centers are very difficult to locate, in that they must meet the State requirements for day care centers. The building must be inspected for fire and safety, and must be approved by the Health Department for sanitation. Many vacant buildings offered for day care centers in rural areas do not meet such requirements. At present most migrant day care centers are in churches. One each, however, is held in a Grange Hall and a quonset-type building.

Rent, excluding cost of repairs, ranges from $100 to $300, with an agreement to pay for any repairs. Public schools are ideal for da care centers; however, school boards are reluctant to permit their use. Also they must be vacated by the last week in August, which makes it diffucult to continue the program for migrant preschool children remaining in the area for another month. A community building which is part of the camp may be used if it meets State requirements.

Equipment

"The migrant preschool child has not had the many diversified experiences with people, objects, situations, ideas, and concepts that middle-class children have usually experienced from the cradle on. His environment has contained little of the wealth of toys and materials that promote the hand-eye coordination which develops prereading skills. Nor has he had the verbal exchange with his parents relating to books, story-telling, and information-giving which stimulates interest and an ability to give attention. The social skills and interaction necessary in group life are new to him, too, as are the routines and restrictions inherent in a day care situation. Therefore, the program for preschool children is developed to include much of the following:equipment:

-- Practice with manipulative materials such as puzzles, hammer-nail sets, peg-boards, peg-blocks, beads, etc.

Teacher's role:

--to demonstrate the use of the materials
--to inform the children as to limits, (how and where the materials are used)
--develop their interest in using them

-- Exploration of creative media such as crayons, paints, collage, clay, dough and scissors. These are helpful, not only for creative expression, but also to further develop hand-eye coordination.

Teacher's role:

--to develop interest in the use of these materials through her own enthusiasm and ingenuity
--to encourage the children to create and appreciate their own products. In other words, do not make models for them.

"Consumable material is purchased by the State University as part of the cost for operating service, such as paints, crayons, papers, etc. Non-consumable material is a line item in the budget of the Office for Children and Youth, and becomes the property of the State Department of Property and Supplies. This consists of gross motor equipment such as climbing frames, walking boards, wagons, wheelbarrows, and sports equipment."

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*HANDBOOK- MIGRANT DAY CARE PROGRAM, Department of Child Development, College of Home Economics, State University

V.A.60

Methods of Evaluating Effectiveness of Services To Children, Families, and Community

"Beyond the basic purpose of day care previously stated as 'protective care,' children have benefited in many ways. Weight gains and changes in physical appearance have been the result of more food and nutritionally balanced meals. A growing alertness of eyes and expressiveness of face, as well as the clearing of impetigo and worms have demonstrated that the children were becoming healthier and more comfortable. The opportunity to manipulate a variety of equipment and materials, to explore the every day experiences of community life they had previously missed, and to absorb the social learning of supervised group life, have at least helped to introduce the children to a world which had been entirely foreign to them.

It is most difficult to evaluate the effect of the day care centers on the families of these children. The social worker finds that mothers ask for counselling at times, but, because of the little time they have to relax and talk, they hardly become acquainted with the social worker before it is time to leave. The social worker can, however, do much to relieve the burdens of deprivation and to bring the help of other health and welfare agencies to them.

Many workers who were sick or unemployable have been returned to home base with the help of the social worker.

In the short time the migrants are in the State, only a few members of a community usually take an interest in their welfare. In recent years there has been more concern for them, and church members are willing to serve on committees to help the families. However, the time is too short to build migrant family - local family relationships.

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*January 1963 - The Journal of Nursery Education "The Children from Nowhere" by Naomi LeB. Naylor

March 18, 1965

V. EARLY CHILDHOOD PROGRAMS

A. PRE SCHOOL AND DAY CARE

A UNIVERSITY NURSERY SCHOOL AND DAY CARE CENTER

This preschool, day care, and nursery school project was designed by a home economics department of a large university in a city of approximately two-million, which has an abundance of economically disadvantaged residents. The city has no industry. The employment possibilities for unskilled or semiskilled labor are limited to serving in restaurants, laundries, and gas stations, operating elevators, working on streets or in or about hotels, homes, office buildings, or driving taxicabs and buses. The city receives thousands of persons moving from the South, many of whom go on the relief rolls.

The Federal government has recognized the educational need of this city by stationing an extensive Federally-supported educational pilot program in one of the most severely depressed areas. It is hoped to demonstrate what can be done to raise the level of individual competency through a richly-supported educational program, which provides for every recognized need of the children and youth attending school.

For many years, the university home economics department has operated a nursery school as a laboratory for students majoring in Child Development and Nursery School Education. Enrollment in these laboratories has always included a proportion of deprived children. Realizing that programs for young children were about to increase in number, and that the leadership would need help, the University decided to conduct a program exclusively with deprived children. This would test an hypothesis about the type of program which disadvantaged, preschool children should be offered to help them develop readiness for the school program. The glaring deficiencies in the development of these children and the limitations and problems of the parents were recognized. The University knew that the most serious problems of the children were in verbal language development, self-identification and confidence, constructive relationships with others, and the kinds of experience which lay the foundations for cultural development and increased understanding of environment. They knew, too, that while poor parents are interested in their children's general well-being, they are themselves products of deprivation, and do not know how, nor do they have the time or means, to provide the best environment for their children's cultural and educational development. The neighborhoods contribute little of a constructive nature. With play space inadequate even in the newer housing developments, and with parents working out of the homes, children are left for long hours to their own devices--left to play on the streets with whatever objects they can find. Life on the streets is unorganized and unpredictable, alternating between laughter, anger, and threat.

Children learn to survive here, to be watchful, to know when to withdraw, flee, or fight. This is the sort of interaction in which shared play does not flourish. In this setting, many young children are left in the care of older siblings or neighbors while their mothers work. Returning home weary and facing family chores, the mothers do not have sufficient time to cultivate their children. University nursery school had already been helping children with severe developmental deficiencies prepare for school. Its own program had been carefully worked out and continuously evaluated in coordination with the University's specialists in child development and family living. There was concurrence that the "curriculum" for young children need not be rigidly structured, that if the teachers are well chosen for their understanding of young children and goals of the nursery school program, disadvantaged children will develop toward school readiness and toward general competence as well through the application of standards and practices of good nursery schools.

On this hypothesis, the University, after presenting the proposal and receiving funds for a study, severed its customary nursery school clientele so as to concentrate on the development of disadvantaged children. It continued its customary program, adding some elements of enrichment as they appeared to be needed by children.

SELECTION OF CHILDREN

The area from which families and their children were drawn was based on census tract information and had high representation under $3,000. Home visits were made to assess needs and parental interests by the parent educator, the head teacher in the nursery school program and by a social worker from a community agency. As a result, 38 children, at least three years old by September 1, after examination by a physician and a pediatrician, were enrolled in the nursery school as of September 1964.

PURPOSE OF THE PROJECT

The purposes are two-fold: to provide care for children with inadequate parental care and to counteract the intellectual and social deficits inherent in their environment, which, it is believed, will eventually hamper school progress.

The children will attend 8 hours a day, 5 days a week for 2 successive years.

THE CENTER

The space consists of a large room which is divided by accordian walls into 3 spaces; an adjoining bathroom with 6 lavatories, 4 toilets, and a drinking fountain--all built to size; rings for washcloths, and small compartments for soap, brushes, and other personal items; a locker space equipped with overhead and floor racks; and an office with a glass divider wall. The main room has book shelves, a home play corner, places for looking at books, and for play with blocks, wheel toys, water, and sand; a balance board; and a place for climbing and jumping. In inclement weather, tables and chairs may be pushed back to make a space for running and throwing.

Outdoor space is equipped with some hard surface, and has equipment for sliding, swinging, climbing, jumping, and sand and water play. Storage space opens into the classroom and out onto the play area.

THE STAFF

The director holds a Ph.D. degree and is head of the Home Economics Division of the University. A head teacher, with a master's degree in child development, and a record of many years of teaching disadvantaged children at an Institute and in migrant camps in two eastern States, operates the nursery school, and serves as liaison with the University in the training of student teachers. Three assistant teachers, with bachelor's degrees in child development and experience in teaching children in nursery schools and in migrant camps, are responsible for groups of children; a fourth with similar qualifications is a "floating" teacher to give help where it is most needed. Prospective teachers from the home economics and education departments and from other nearby universities observe, assist, and practice under careful supervision. A cook, under advisement of the nutrition educator, prepares the noon meal, midmorning and afternoon snacks. Janitorial services are extended from the University. A bus driver, chosen from his warmth and consideration for children as well as driving skill, provides a "male image," and doubles as repair man and helps the children with woodwork. A parent educator, who has a master's degree in family living, and work experience with children and adults, serves as liaison with the homes.

A nurse, whose services are made available without cost by a nearby hospital, reports twice a week and on call, inspecting children referred by the head teacher. Medical examinations are given to all children by a qualified physician on a contract basis prior to entrance and once during the second year. Daily inspections for cleanliness and for indications of neglect or disease are conducted daily by each child's teacher. The consultant services of a pediatrician, a psychologist and a psychiatrist are available when needed.

CURRICULUM

The curriculum being used in this experiment is that of any good middle-class nursery school, "to test whether such a program is sufficiently enriching as to require only minor modifications to make it suitable for underprivileged children."

The program is "based on educational philosophies, learning activities, and a daily regimen deemed typical of a good, middle-class, all day nursery or university laboratory school, and one which focuses on the development of the total child." The center is richly equipped; children's interests are stimulated and encouraged; their questions are heard and skillfully answered to encourage further seeking and language development; care is taken to provide much motor manipulation, identification of objects, transfer to pictures of objects and, wherever important, to symbolic representation. Orderliness and personal responsibility are encouraged, but without undue formality or pressure.

The typical day might go as follows:

8:30 - 9:00 --- arrival and free play
9:00 - 9:15 --- physical check-up
9:15 - 10:30 --- free and directed play involving paints, blocks, pictures, picture books, drums, dolls, sand box, and large muscle equipment; pull, push, and wheel toys; home-play materials; animal models and other materials for zoos, farms, and other purposes; models of people; dress-up clothing; and other sturdy materials adaptable to child purposes.
10:30 - 10:45 --- morning snack
10:45 - 11:30 --- music, rhythms, directed games, storytelling
11:30 - 12:45 --- wash-up and nutritious dinner
12:45 - 2:30 --- toileting and napping
2:30 - 3:30 --- outdoor or indoor free play
3:30 - 4:30 --- games, music, nature study, or directed play
4:30 - 4:45 --- departure (some by bus)

Much of the play is spent outdoors, weather permitting. Walking excursions to encourage observation, language development, and extension of experience are taken through the school, campus, and neighborhood, especially to points of practical and dramatic interest, as the fire station, bakery, and post office. Special activities are planned to commemorate holidays, each child's birthday, and noteworthy events.

PARENTS

There is a great deal of work with parents, with the following goals in view: to secure the cooperation of the parents in supporting the efforts of teachers to promote the intellectual and social growth of children, and to promote a carry-over of children's center experience into the home.

Parents, as responsible guardians of their children, are invited and expected to help the center. Some have come and have done such things as prepare food, help on trips, read to children, mend clothing, devise simple toys such as rag dolls and bean bags, and make aprons for children's use at the easels. Fathers have repaired toys and have made some of the equipment.

The parent educator has responsibility to contact parents, to attempt to get them to the school, to consult with them and prepare programs for them, and to establish any liaison arrangements which seem necessary.

One-way vision glass in a consultation room makes it possible for parents--and college observers--to see and study the teacher's and children's activities, and affords an excellent place for the parent educator, head teacher, pediatrician, and others to help parents interpret what they see. The plan will gradually introduce group study for parents, related to the growth, care, and education of children, utilizing as contributors people from the college and community skilled in health, child development, family and community living.

COMMUNITY INVOLVEMENT

Community involvement has been a feature since--even long before--the inception of the program. The University operated a Community Development Project for several years, and works closely with the overall community action committee which represents churches, and all community agencies. Meetings are held frequently and the committee hears about, and advises on, the progress of the nursery school experiment.

EVALUATION

Evaluation of the children's experience will be drawn from observations of group and individual behavior. Students from the college are assisting in making and recording daily observations, which will be analyzed and used for evaluation of the center's program and for the education of prospective teachers. Items recorded include the children's verbalization, approaches to problem solving, cognitive styles, responsibility, and frustration tolerance. It is the intent to study the children's subsequent adjustment to, and progress in, school. The parent program will be evaluated in part by evidence of their increased participation in their children's education, and their expressed desires for improvement.

V.A.66

March 18, 1965

V. EARLY CHILDHOOD PROGRAMS

A. PRE SCHOOL AND DAY CARE

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V. EARLY CHILDHOOD PROGRAMS

March 18, 1965

B. Project Head Start

During the summer of 1965 a special Office of Economic Opportunity program will be initiated to help the nation's disadvantaged children. Project Head-Start, to be funded under the Community Action Program, is aimed at providing Federal assistance to communities for the establishment of child development programs related to the early childhood education programs discussed in this part. To meet the early Project Head-Start timetable, informational and instructional materials have been issued independent of the Workbook. With the merger of Head-Start activities into community action programs, the Workbook will incorporate these and other interim issuances.

Project Head-Start, unveiled by the President in his recent education message to Congress, contemplates offering guided pre-school experience for 100,000 deprived children in 300 communities this summer. Follow-up is anticipated to provide additional help to summer participants during the first year of school. In September, Project Head-Start will merge with existing early childhood education components of Community Action Programs to include full-year programs designed to reach children at a sufficiently early age to have maximum impact on their development before entering school.

Mrs. Lyndon Johnson, Honorary Chairman for Project Head-Start, has captured the spirit of their pioneering new program with compelling simplicity in stating that "Our goal is to give these children a head start in life."

VI. EDUCATIONAL PROGRAMS

A. AFTER SCHOOL STUDY CENTERS

1. Introduction

Education Components in A Community Action Program - An Overview

Community action in education is a promise to educators who have been unable to meet the educational needs of the disadvantaged as well as a challenge to those who have not previously concerned themselves with this problem. Within the context of a CAP, a local school system can begin to provide the kinds of comprehensive services necessary to do the job. The educational task confronting any community action organization is to assist a significant number of individuals to break out of the poverty cycle.

Section 205 of the Act states that a grant or contract authorized under Title II A cannot provide for "general aid to elementary or secondary education," but can provide for "special remedial and other noncurricular educational assistance."

Given these legislative requirements, what kind of educational activities may be funded by OEO under Title II A? Any program funded under Title II A must be for the benefit of low income individuals or families, and must not reduce programs existing prior to the extension of Federal assistance. A program must be available to all needy children and cannot involve sectarian instruction, religion, worship or practice.

Given these two criteria, (1) any program conducted outside regular school hours (after school, Saturdays, summers) is eligible for funding; (2) any program serving out-of-school youth, preschool children, or adults is eligible for funding.

For programs conducted during regular school hours for regular students, salaries of regular program personnel, such as teachers and transportation personnel, cannot be funded. Salaries of other teacher-support personnel, such as counsellors, librarians, master teachers, psychologists, school social workers, health personnel, special education and remedial teachers, are fundable. Cost of textbooks and other materials used in the classroom cannot be funded; however, the cost of texts and material for library use and for special and remedial programs can be funded. Physical plant and capital equipment cannot normally be funded; however rental and minor renovation payments may be allowable for facilities to permit the conduct of remedial, special, pre-school, and out-of-school programs. Such activities could include but not be limited to the following:

- -- Remedial programs that emphasize the correction of deficiencies in reading, grammar, spelling, or mathematics;
- -- Field trips that expose children to experiences that are not part of their everyday lives;
- -- Creation of, and assistance to preschool, day care, or nursery centers for 3- to 5-year olds. This will provide an opportunity for a head start by canceling out deficiencies associated with poverty that are instrumental in school failure;
- -- Tutoring programs utilizing specially trained individuals, senior high school students, and adults with basic academic skills to tutor students who are in need of educational assistance. Volunteers afford a substantial resource in such programs;
- -- Preservice teacher training involving specialized work with personnel about to enter the teaching profession to provide an understanding of the growth and development problems of children from low income backgrounds;
- -- Inservice training of teachers designed to make their efforts more effective for the child from low income backgrounds;
- -- Development of remedial material designed to be of assistance to children from low income backgrounds. Much of the specialized material presently available is designed for children from middle income and middle class backgrounds; and
- -- Provision of "back-up services" to teachers in the form of psychologists, school social workers, speech and hearing personnel and health personnel. These personnel increase the teacher's opportunity to have a fighting chance to succeed in teaching disadvantaged children.

What is represented here is simply a "laundry list," of program possibilities and does not necessarily relate to the particular needs of any one community. These programs represent only a small portion of educational assistance programs available to a local community. Other programs (partial list appendixed) such as Vocational Education, Library Services, etc., together form a total resource far surpassing that of the Economic Opportunity Act.

In any program, however, the problem is not what is available but rather what is needed by the local community. Certainly a local assessment of educational needs is the only efficient way to begin. The following represents a proposed framework which might be used to achieve some uniformity in structuring the education components of Community Action Program proposals. This framework provides for a logical sequence of presentation with provisions for establishing priority and for phasing each program into operation in the event a "building block" approach is contemplated.

Overview

Educational problems in the community

What are the educational deficiencies within the community? How do they impair the potential of the target population?

These should be precise, well-defined, and enumerated on a 1, 2, 3, basis in order of gravity.

Long-range objectives

What are the long-range educational objectives for the various age levels of the disadvantaged people in the community?

Essential program elements

What are the program elements necessary to alleviate educational problems of the target groups?

These should be listed in 1, 2, 3, order and have potential for mitigating the problems listed in Educational problems in the community above.

Mobilization of resources

Has the community mobilized its resources in the formulation of its educational program? Colleges? Universities? Civic groups? Residents of the areas to be served?

Additional educational modifications

What are the additional educational programs or program modifications for which funding is not requested, or which may not be eligible for funding, that have implications for the disadvantaged? Examples might include ungraded classrooms, team teaching, vocational education, etc.

Inclusion of such information provides resources for determining the total scope of the proposed educational program and the extent of local effort.

Specific Program Elements

Short-range objectives

What are the short-term goals to be achieved by this program? What are their characteristics? Age levels, etc. These should be connected with and contribute to attainment of the long-range objectives and should be stated in a manner which provides the basis for assessing the actual progress achieved.

Organizational responsibility

What is the agency or agencies that will have the operational responsibility for this particular component?

Time phasing

When will this program become completely operational? What is the anticipated buildup including initial effort and subsequent expansion?

Operational design

How will the program operate? Who will be the recipients of the service? How will they be selected? What will be the procedures and techniques employed? How much time will be involved? What will be the type and source of instructional materials?

Coordination with other program elements

What is the relationship between this educational component and other proposed educational components? How does this component relate to other education programs already in existence? How does this educational component relate to other components of the Community Action Program outside of the education area?

For example: If both a day-care and a pre-school program are proposed by the community action organization - how will they be related?

Expected outcome after one year of operation

What is expected to be accomplished during the first year of operation? Is this related to the ultimate objectives stated above in Educational problems in the community?

Evaluation

What methods and approaches will be used in measuring results, and how will the results influence subsequent operation of the program?

Personnel

What are the number and kinds of people necessary for the operation of each program? This should include an estimated breakdown of professionals, teacher aides and other paraprofessionals, clerical, stenographic, and any other special types of personnel.

What special training is necessary or contemplated for any of the personnel involved in the program? (An in-service training program might be handled as a separate program element.)

Will recruitment of additional personnel be necessary? How will this be done?

Costs

Estimate all costs necessary for implementation of this program element for the first year. This should be depicted by a cost breakdown of personnel, materials, supplies and equipment. Particular attention should be given to detailing specifically the nature and characteristics of any space procurement and/or renovation that might be planned.

It is noteworthy that Title II A programs stress the field of education, rather than individual school programs, as an important potential component in a community action program. This, in part, is due to the focus of the entire legislation on poor people and not on under-financed institutions. This legislation is not directed at a general improvement of educational institutions, however important that may be. The focus is on special educational need as defined and ranked by the community in concert and not by the stated needs of a particular school system. An educational program that a community undertakes will usually have some formal school aspect but this alone is clearly insufficient.

A community-wide program in education must attempt to be all-encompassing -- utilizing all resources available wherever they may be found, regardless of the type of institution which operates them. This should include both public and private resources, colleges, universities, civic groups and certainly residents of the areas to be served.

VI.A.6

March 18, 1965

VI. EDUCATIONAL PROGRAMS

A. AFTER SCHOOL STUDY CENTERS

2. Framework for Analysis

WHAT IS AN AFTER SCHOOL STUDY CENTER AND WHAT DOES IT DO?

An after-school study center is a place where children receive help with their school work from adults and older students; where they can study by themselves and with other children; where they can find books, study tools and reference materials; and where they can participate in discussion and reading clubs and other activities designed to widen their educational experiences.

Two kinds of assistance with homework are given in centers:

Homework help describes the aid and encouragement an adult or older student can give a group of children, in the ratio of one helper to five to eight children. Homework help requires an informal atmosphere which permits the children to talk, to help one another and to move about.

Tutoring describes more intensive assistance to children to overcome deficiencies in classroom performance. It involves one tutor to one child meeting regularly to work on supplementary assignments and with special materials. A tutoring program requires supervision of the tutors, some record-keeping, and, when possible, some professional guidance. The one-to-one relationship between tutor and child is considered essential; experience has shown that simultaneous tutoring of two or more children by a single tutor results in poorer attendance, and limits the interest and effectiveness of the program.

WHY ARE AFTER-SCHOOL STUDY CENTERS NEEDED?

There seem to be in many schools large numbers of normally intelligent children who are achieving from six months to three years behind their academic level. If these children are referred by schools, they can be helped by tutor or homework helpers.

There is evidence that a pupil-volunteer relationship is useful in helping such children achieve the interest and skills they need. A tutor can find or develop individual interests because he has the time the classroom teacher lacks.

WHY ARE STUDY CENTERS PARTICULARLY USEFUL IN A COMMUNITY POVERTY PROGRAM?

After-school study centers can assist in remedying widespread academic "underachievement" throughout the country. According to national averages, nearly one of every three elementary and high school students is thought to be behind in school work.

Academic deficiencies and related problems are to be found in suburbs as well as poor neighborhoods, in cities and in rural areas. But these deficiencies seem to be concentrated in the poorer areas because there schools tend to be more crowded and understaffed; children lack enthusiasm and interest in school; and, for a number of reasons, children cannot study at home.

Also, access to books is a problem in poor neighborhoods. Often these children are not allowed to take home their school books. Public libraries often seem cold and hostile to poor children. There are no books and magazines in the home and learning is viewed as strictly a school activity.

TO WHAT CHILDREN SHOULD A CENTER DIRECT ITS PROGRAM?

Most study centers attempt to serve the needs of grade school children. But, because the need for remedial help often extends beyond grade school, some centers extend their programs to help high school groups as well.

Most children referred to study centers are about one year to one and one-half years retarded in reading. These children, particularly those in the third through sixth grades, seem the most willing to come to centers for help. Children who are further behind in reading as well as older children, in the seventh and eighth grades for example, seem much less willing to come. Organized efforts are needed to reach and aid these children.

Non-readers and children more than three years behind in reading present special problems. Study centers cannot usually cope with severely disturbed or mentally retarded children and should see that they are referred elsewhere for help.

In poor neighborhoods, children tend to come to centers as a family or group, therefore, flexibility of procedure is necessary. Natural groupings need to be accepted and strengthened.

Experience shows that the scope of a program should be rather limited at first and that specific age groups and specific functions should be identified and publicized in the beginning. Many centers have had the experience of being overwhelmed at first with children who want help.

WHAT MAY A STUDY CENTER OFFER CHILDREN BESIDES TUTORING AND HOMEWORK HELP?

A number of other activities may be included in a study center program.

For example, a paperback bookstore may be included in almost any setting. Companies may supply a wide selection of paperback books for sale in study centers. The bookstore may be in a small space and available on a once-a-week basis. Centers may also use paperback books to circulate or for use in reading groups.

Reading clubs and discussion groups may benefit good readers as well as slower readers who find it easier to join a "club" than to ask for individual help.

Special interest groups, in subjects such as mathematics or a foreign language, can be a part of a study center program. Special activities for all children may be offered once a week or on holidays--puppet shows, musical performances, or art demonstrations. These can be educational and/or recreational. Children should participate in these activities rather than merely "watch" them.

WHAT MUST AN AFTER-SCHOOL STUDY CENTER AIM TO ACCOMPLISH?

A study center must set out to:

- --help children improve their school work;
- --help children develop more positive attitudes toward school and school work;
- --help children to appreciate reading, learning, and discussions, and to value the time they spend in these activities;
- --involve parents and families of the children served by having them help set up the centers, and by having them see that their children do their homework. In this way, the parent becomes aware of the child's ability and is more interested in his achievement in school. (Parents often express interest in having such a center available for themselves. In some communities, the same center could be used by all ages.)
- --give other residents of the poverty area the chance to participate in the program in a variety of ways.

WHY ARE LIBRARY FACILITIES AN IMPORTANT PART OF A STUDY CENTER PROGRAM?

Children should have easy access to books, both in the study center and through a public library. If a library is close at hand, a center may arrange to use its facilities at regular intervals and have volunteers escort the children there. Centers which are located a distance from public libraries often borrow collections from them, use Bookmobiles, or collect donated books. Donated books can be solicited from individuals, schools, libraries, and publishers. A simple system of marking and distributing books can be devised.

HOW LONG SHOULD CHILDREN REMAIN IN THE PROGRAM?

A child should remain in a study center program until he can work comfortably at his school grade level. When individual tutoring has brought the child to this level of work, continuing service in the form of homework help may be advisable for a time.

HOW MANY HOURS PER DAY, AND HOW MANY DAYS PER WEEK SHOULD A CENTER OPERATE?

The hours of operation should conform to community needs and the availability of volunteers. Programs may be conducted in the evening if volunteers can come only at that time. In some neighborhoods, the streets are full of children in the evening, and after-supper programs would be well attended. In other neighborhoods, afternoon programs are more often used. Children in some areas would not be allowed to come any distance to an evening program. Some projects limit themselves to one or two days a week. Inasmuch as children often seem not to have homework on Friday, this may be a reasonable day for the center to be closed, or to offer a special activity such as stories, art, or music.

HOW ARE STUDY CENTERS RUN?

They may be organized by settlement houses, churches, youth clubs, youth service organizations, civic associations, parent-teacher associations, housing projects groups, or other organizations, public and private.

WITH WHAT KEY GROUPS OR AGENCIES SHOULD A STUDY CENTER COOPERATE AND COORDINATE ITS ACTIVITIES?

Initial and continuing cooperation with the schools is important. The schools refer children needing help, evaluate their progress, and often provide center workers with helpful information on the children they refer.

Public libraries should be informed of the program and given the opportunity to help supply services and materials.

An effective study center relates its efforts to other public and private groups in the community. For example, the study center should be able to find help for the child who needs glasses, but whose parents cannot afford them. The cooperation of the study center can be helpful in interpreting the needs of a child to his family and referring the family to other needed agencies and services. Many of the services will be available through other parts of a community action program. A good working relationship with these other services is essential for smooth referral of children and families in need.

HOW SHOULD A STUDY CENTER BE STAFFED?

A study center needs, first, strong leadership which may come directly from the sponsoring agency or organization. Often a citizen's board is appointed to give long-term stability to the project. Where study centers are included in community action programs, such boards should include a high percentage of parents and other residents of the poverty area served.

The operational staff of a study center should include a part-time paid coordinator and a staff of volunteers to carry out the tutoring, homework help, and other activities of the center program.

WHAT SHOULD THE JOB OF COORDINATOR REQUIRE IN ABILITY AND EXPERIENCE?

There should be no formal requirements for the job of coordinator. Responsiveness to children, good judgment, and good sense are the most important qualities. The job may be held by a student, a housewife or a retired adult. It is a "non-professional" job requiring abilities of working with children, using volunteers intelligently, and offering stability to a volunteer program. Training in education or social work might be of some advantage in the coordinator job. Pay of $2.00 to $3.00 an hour is suggested.

WHAT QUALIFICATIONS AND TRAINING DO VOLUNTEER WORKERS NEED?

The ability to work with children is a more important qualification than academic training in a study center program. However, because many residents of a poverty area will be quite limited in their ability to contribute to the "academic" phase of the program, study centers in these areas may have to look for tutors and homework helpers in other parts of the community. This consideration should by no means bar resident participation. Residents in poverty areas can and should be given jobs in other program activities. For example, volunteers can escort small children to a library, escort them home from an evening meeting at the center, or accompany them on trips away from the center.

The effectiveness of volunteer workers will depend heavily on the amount of training and supervision they receive. In most centers, it will be up to the coordinator to take responsibility for observing new volunteers, for assessing their work, and helping them with decisions and program activities.

Volunteers will also need recognition of their contribution and some feeling of "esprit de corps." Available resource persons, informal meetings after the sessions with children, periodic discussion meetings, and luncheons with guest speakers are all useful methods of maintaining group support.

There are no problems of accreditation of after-school study centers or personnel since the work of the study center is a continuation of the assistance that parents traditionally give their children.

HOW CAN VOLUNTEER WORKERS BE RECRUITED?

Volunteer workers can be recruited from the membership of local clubs, churches, civic groups, professional and social organizations, youth service organizations, human relations groups, and high school and college groups. The press, radio, and television may provide publicity.

In economically-mixed areas, the number of qualified and interested volunteers is usually higher than in poorer neighborhoods. Therefore until residents of a poverty area can be trained for volunteer work in sufficient numbers to meet the needs of the children, centers in these areas will have to rely heavily on volunteers from other parts of the community.

Because the commitment of many volunteers to the program is apt to be relatively short, a study center should recruit workers on a continuing basis.

NEED ALL VOLUNTEER WORKERS BE ADULTS?

No. High school students often make very effective helpers. Whether or not they are paid should depend upon their need. Some may prefer to serve as volunteers, but pay should be available for qualified applicants who otherwise would not be free to work in the center. Children who "graduate" from tutoring centers are among the best candidates to help other children.

WHERE CAN A CENTER GO FOR PROFESSIONAL GUIDANCE?

For expert guidance, a center may turn to a cooperating school or a citizen's group, a human relations group, or to active or retired school teachers who may help out as occasional advisors. A monthly visit from a teacher, professor, or other specialist from a nearby university may be arranged. The amount of professional participation should be determined by the number of centers involved, and the number of children served.

HOW CAN A STUDY CENTER GET CHILDREN TO PARTICIPATE IN ITS PROGRAM?

Some children will come voluntarily, some will bring their friends or brothers and sisters. Some children will be referred by the schools if a proper working relationship is established with the school system. Local groups, churches, and other organizations can be called upon to give the program publicity. Notices can be placed in newspapers. Flyers can be distributed.

Many children referred by the schools will not come to the center voluntarily at first. Active and personalized efforts to reach these children and their parents may be necessary.

WHERE SHOULD A STUDY CENTER BE LOCATED?

Study centers can be located in settlement houses, libraries, community centers, or other neighborhood group facilities. Where possible, the center should be located near a public library.

WHY IS THE SCHOOL NOT NECESSARILY A GOOD PLACE FOR A STUDY CENTER?

If centers are located in school buildings, there is the possibility that the purpose of the center will be misunderstood and will be considered by the children and the community to be "another hour of school." Also, a physically separate facility offering a change of scene and of pace, and different faces, is thought to be more appealing to children after a day of school work.

WHAT KIND OF PHYSICAL FACILITIES ARE REQUIRED FOR A CENTER?

Study centers should provide room for group and individual tutoring; for reading; for perhaps a paperback bookstore; and for special activities such as story telling hours, and discussion groups.

Space requirements vary, depending on the number of children involved. The number of different activities that can be conducted in a small space is impressive.

For individual help, partitions and small tables such as card tables give an important element of privacy. For a more general program, the availability of two rooms increases flexibility. Often children do their homework or receive tutoring help in one room, and then go to another room for educational games or activities. The lack of a separate activity room makes it difficult to develop a flexible program. Discussion groups also need some privacy.

The center should be an attractive, cheerful place. It should not be just like a school, nor should it be a social center. The proper atmosphere for study is thought to be somewhere in between.

WHAT EQUIPMENT AND SUPPLIES ARE NEEDED FOR STUDY CENTERS?

The biggest need is for books. Even if a public library is near, some materials are necessary, such as encyclopedias, dictionaries, and globes. Typewriters are prized in several centers. Phonics and reading exercise workbooks are needed by the staff. School textbooks are sometimes selected by the children because they are familiar, or helpful in their homework. "Easy reading" books for young children and controlled vocabulary books for older readers are especially needed.

In centers where Negro attendance is high, books about Negro children and their heroes such as Abraham Lincoln, John F. Kennedy, and Martin Luther King, are important. Poetry has a special appeal to many "deprived" children. Nonsense and rhyme are so in demand that Dr. Seuss is standard. Many successful teachers are encouraging children to write some of their reading materials. This may be an effective way to determine what makes reading meaningful for the child.

Other equipment includes tables and chairs, a desk for records, and possibly a filing cabinet. Supplies include library materials, paper and pencils, washroom supplies, and postcards to communicate with families who have no phone. Quantities of "scrap" paper are used and can be donated, but children often need writing paper or pencils and these are a continuing expense.

Some provision should be made for after-school snacks for study centers in deprived areas.

Much equipment may be donated by individuals or organizations in the community.

WHAT KIND OF LEGAL COVERAGE IS REQUIRED IN THE OPERATION OF A CENTER?

Legal responsibility for the safety and well-being of the children while in the study center will depend upon local laws. Often, liability insurance coverage is included in the cost of rent. Every group should make certain that they are adequately covered in this respect. If there is any doubt, professional legal advice should be obtained.

SHOULD STUDY CENTER PROGRAMS BE FORMALLY EVALUATED? IF SO, HOW?

Evaluation of academic achievement is necessary by some study centers in order to show that the primary purpose of helping children is being fulfilled. It is not essential that every study center do this. Some study centers may engage in evaluation because the results can be used to help the tutors.

Testing of academic achievement is generally done by schools. The use of tests before and after tutoring can supply a simple system of evaluation. Specific disabilities are also frequently reported by classroom teachers, noted by observation, or discovered by testing.

Perhaps changes in attitude are the most impressive. The reports of both volunteers and teachers about attitude toward school, motivation, and attention span are important. Parents and children also make observations about progress and these are important.

VI. EDUCATIONAL PROGRAMS

A. AFTER SCHOOL STUDY CENTER

3. Program Examples - Brief Descriptions of Four After School Programs in Metropolitan Centers

The four centers briefly described here represent a range of different types that operate in a metropolitan community, in this case, the City of Chicago. The first is organized by a Y.M.C.A., the second by a Boy's Club, the third was initiated by a public school and is the only one run on an entirely volunteer basis, while the fourth was created and directed by a group of interested individuals.

Center 1

This center originated two years ago from the initiative of a social action committee of a religious group, which maintains a continuing interest in it. However, the committee has handed over direction of the center to a local Y.M.C.A., which is now wholly responsible for the project. It provides space and facilities, pays for a part-time coordinator, and finances extra needs such as books and supplies. The facilities are multi-purpose, and are available to the study center group on four afternoons a week from 3:30 to 5:30.

The program is entirely devoted to tutoring; each volunteer has one student at a time according to schedule of appointments made out by the coordinator, and usually sees two different children in an afternoon. Sixty children are currently being tutored, the majority of them in the nine-to-twelve age range. Students come only for a specific appointment once or twice a week. The library of several hundred donated and purchased books is available only to the sixty children being tutored.

Tutors have been found mainly through word of mouth, and are for the most part housewives from the neighborhood. The area is middle-class and highly residential, undergoing racial change. Negro children are in the majority at the center.

Because students come only by appointment, the atmosphere of this center is close to that of a formal school, but one with a large volunteer staff.

Center 2

This center, associated with a Boy's Club, is in an all-Negro neighborhood, which is very congested and is an area of real cultural deprivation. The center is organized in an informal way.

The center is situated in a first-floor, windowless room at the bottom of a high-rise apartment building. It is a homey, informal, unpretentious room. The club has hired two public school teachers to run the center, assisted by a group of college students from a nearby university. The center gives help with homework, some tutoring, and constitutes a friendly, home-away-from-home. Activities, ranging from picnics to cultural expeditions, were organized in the summer and continue on some Saturdays throughout the year. About 60 grade and high school students attend on Monday through Friday afternoons from 3:30 to 5:30, with or without appointments. Because of the informal atmosphere, the center probably does as much for the children in providing them with stimulating and rewarding relationships with adults as it does in helping them to improve their school work.

Center 3

The distinguishing feature of this third center, which has been going for three months, is that it was started on the initiative of a public school which found that the proportion of its students who were below in reading ability has in two years increased from two percent to 20 percent. The school therefore gave its students part-time remedial help after school, and through discussions in the community, prompted a minister and his wife to establish a study center in the basement of a local church.

The center is run by the minister's wife assisted by thirty tutors. The majority of the tutors are seniors from the local high school, supplemented by other local volunteers, mainly working women. No one is paid for his services.

The program, on Saturday morning only, is devoted to tutoring in reading and mathematics, and children come only by appointment. The library is stocked by the public library system, inasmuch as there is no library in the nearby school and the nearest public library is a mile distant. The majority of the children are white. Unlike most other local centers, which charge no fee or 25¢ a semester or year, these children pay $1.50 a semester for workbooks and materials.

Center 4

The fourth center was created and is managed by a group of interested residents without benefit or help from any organization. These people have incorporated themselves as a non-profit group, and have obtained premises (an old storefront), furnishings, books, and other equipment through their own efforts. They have been helped with generous donations of furniture, books, magazines, and gifts of money.

This project was launched in November 1964 in a deprived and predominately Negro area on Chicago's north side. More than a hundred and fifty children are registered, most of whom are in need of academic help. At present, children are given tutoring appointments in the evening as fast as volunteers are available, but can come any time to use the library. This center will soon be open in the afternoons also, primarily to give homework help to students.

There are 60 volunteers, more than half of whom are from the neighborhood, but only two of whom are Negro. Volunteers ran the center for the first six weeks, but a part-time paid coordinator has recently been hired. She is a woman resident of the area with one year of college. Some of the volunteers are employees of business and industrial companies, a few have come through church or community organizations. A majority, however, responded to notices in stores or newspapers, or heard of the project through friends. The volunteers range from high school students to retired adults.

The center is a clean, bright spot, very visible and often very audible, on a drab street. It is an autonomous volunteer effort, and it has evoked a dramatic response in an area that has great need of it.

VI.A.18

March 18, 1965

VI. EDUCATIONAL PROGRAMS

A. AFTER SCHOOL STUDY CENTER

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VI. EDUCATIONAL PROGRAMS

B. Community School

The Community School has evolved as a versatile means for meeting a wide range of community needs. In one instance, the Community School's function may be to carry out the traditional role of serving educational needs: in another situation, it may incorporate a very broad program of community services in addition to its educational activities. Because the strengthening of neighborhood relationships is a major goal of the Community Action Program, the Community School is presented and discussed in this Workbook under neiborhood organization, Part IV.

NEIGHBORHOOD ORGANIZATION. Nevertheless, the Community School is seen as a basic educational program, and accordingly is cited here for reference purposes.

March 18, 1965

VII. EMPLOYMENT PROGRAMS

INTRODUCTION

This part of the Workbook is concerned with the development of community action employment programs whose objectives are the location and generation of job opportunities and the training of the poor to fill them. This is no easy task, yet the need for a well-planned employment program is great. Poverty, unemployment, and underemployment go hand in hand.

The jobless rate among the nation's youth is mounting and dangerous. In 1963, 17 per cent of all 16 to 19 year olds seeking work were jobless - a rate more than three times the average for the entire civilian labor force. Unemployment and underemployment in pockets of urban and rural poverty are two to three times as high as in the nation as a whole. Minority groups are especially affected. In 1960, Indians suffered a jobless rate of 14.5 per cent and Puerto Ricans a rate of 10 per cent as compared to 5.1 per cent for the entire civilian labor force. In almost every way that unemployment is measured, nonwhites, about 90 per cent of whom are Negro, endure twice the joblessness of whites - in every age and sex group, in every industry, in every region and the disparity has been mounting since 1955.

To succeed in meeting the challenge of poverty and joblessness, an employment program must:

- -- develop the abilities of the poor, including the unemployed and the underemployed
- -- locate and generate a sufficient number of jobs for which the poor can qualify
- -- provide the most direct and least cumbersome administrative structure for matching the job and the person.

Ideally, a community action program can supply the gamut of employment-oriented services, from intake and training to placement and follow up. A community action agency can and should set an example by hiring and training the poor for jobs in the agency where they can be particularly effective in bringing the programs to those most in need. Through its neighborhood centers, a community action agency must find, test, and counsel the poor, using its knowledge of community resources to refer people, when necessary, to appropriate agencies for further help. It can mount job location and development programs and sponsor or provide a bridge to on-the-job and institutional training. A community action agency can sponsor or coordinate Neighborhood Youth Corps projects. It can explore the possibility of apprenticeship training with presently established apprenticeship councils. It can persuade organized labor to set up training programs leading to jobs in skilled and semi-skilled occupations. It can persuade employers to reexamine job specifications, to take a chance on someone with a police record, and to restructure certain jobs. It can do all of these things--and more. The variety of resources available for employment-related programs is detailed in the attached table which also shows the legislative authority and other salient facts concerning each resource.

Whether big or small, the success of an employment program depends, in part, on how well a community action agency has done its economic homework; a homework that involves not only the study of the poor, their disabilities and potentials, but also the study of the local economy, its structure, resources, and potential for growth. The study can run from the simple to the complex; from making an inventory of what jobs do exist to setting in motion the forces and agencies that can generate new ones. All along, it means working closely with industrial and commercial leaders, stimulating their concern, and persuading them to use their resources in new and imaginative ways.

A community action program has at least two broad objectives:

-- to give the poor an opportunity to grow in ways and directions now closed to them;

--to provide the poor with a better chance of moving out of the cycle of poverty into a cycle of productive employment.

To accomplish both objectives a variety of programs and techniques are needed.

It would be unfair to say that the success or failure of a community action program depends on the number of poor people who find and hold jobs.

Sargent Shriver, Director of the Office of Economic Opportunity, has pointed out that the war on poverty should not be measured solely in these terms. It has larger objectives: to provide hope where none exists; to trigger the release of energies; to set in motion the spirit and agencies of change. Whether or not it appreciably increases his income, the adult who learns to read and write is the better for it. So are his children and his children's children. Literacy is a transferable catalytic agent. Yet it would be foolhardy to suppose that the war on poverty can be won without winning the battle of incomes and jobs. And while the outcome may ultimately depend on mustering forces larger and more significant than those the OEO Community Action Program field, the community action role is a vital and urgent one today.

TABLE I

RESOURCE	WHAT IS IT?	LEGISLATIVE AUTHORIZATION	WHO MAY OPERATE THE PROGRAM AT LOCAL LEVEL	FOR WHOM	FURTHER INFORMATION
Adult Basic Education	A program to raise academic skills to increase possibilities for employment and for occupational training. Provides for establishment of pilot grants to improve instructional methods.	Economic Opportunity Act Title II Part B	Local school system through grants from the State Education Department	18 and above	Local and State Educational Departments
Occupational training and basic literacy	Occupational training and basic academic skill improvement providing for training allowances for up to 70 weeks.	Manpower Development and Training Act of 1962 Title II Part A	State Employment Service and local school system	16 and above	State Employment Service; State Division of Vocational Education; Office of Manpower Automation and Training, Washington 25, D. C.

RESOURCE	WHAT IS IT?	LEGISLATIVE AUTHORIZATION	WHO MAY OPERATE THE PROGRAM AT LOCAL LEVEL	FOR WHOM	FURTHER INFORMATION
Occupational Training	Occupational training program can be established in areas with approved economic development programs under Area Redevelopment Act.	Area Redevelopment Act of 1962	State or local Vocational Educational Agency	Adults	
On-the-Job Training	Vocational Training is done by the employer while the trainee is working. Employer is reimbursed for cost of training materials and waste.	Manpower Development and Training Act of 1962	CAP employment section, local vocational agency	16 and above	Bureau of Apprenticeship Training; Office Manpower Automation and Training, Washington, D.C.
Related occupational training (when placed in O.J.T. programs)	Classroom instruction related to on-the-job training can be available with the approval of the Department of Health, Education and Welfare	MDTA Title II Part A		Above 16	State Vocation Education Agency; Bureau of Apprenticeship and Training

RESOURCE	WHAT IS IT?	LEGISLATIVE AUTHORIZATION	WHO MAY OPERATE THE PROGRAM AT LOCAL LEVEL	FOR WHOM	FURTHER INFORMATION
Apprenticeship Training	Agreement with company and or unions to establish training programs of a long duration with related instruction as part of regular employment		Bureau of Apprenticeship Training	18 and above	Bureau of Apprenticeship Training
Residential Vocational Training (JOB CORPS)	Educational, Vocational Training and Work experience conducted in urban and rural cities throughout country	Economic Opportunity Act - Title I Part A	Contractors through Office of Economic Opportunity; selection of candidates at local level	Youths between 16 and 21	Job Corps; U. S. Dept. of Labor, Washington, D. C.
Residential Vocational Education	Grants are made to colleges and universities with the approval of the state educational agency for the purpose of demonstrating the possibility of residential vocational education for students between 15-21. Special consideration is given to large urban areas having substantial numbers of youth who have dropped out of school or are unemployed.	Vocational Education Act of 1963	Colleges and Universities	Youths between 15 and 21	State Education Dept.; and Office of Education, U.S. Dept. of Health, Education & Welfare

RESOURCE	WHAT IS IT?	LEGISLATIVE AUTHORIZATION	WHO MAY OPERATE THE PROGRAM AT LOCAL LEVEL	FOR WHOM	FURTHER INFORMATION
Work Experience Program(Neighborhood Youth Corps)	A community Work Training Program to increase employability or to resume education. Corps members can work in private and non-profit organizations. Part time employment is also provided for students attending high school full time.	Economic Opportunity Act Title I Part B	CAP directly or by sub-contract to other organizations or directly by other non-profit organizations.	Youths between 16 and 21	Neighborhood Youth Corps, U. S. Dept. of Labor, Washington 25, D. C.
Adult Work Experience Programs	A program allowing for the creation of work opportunities within public and private non-profit agencies.	Economic Opportunity Act Title V	Local Welfare Agency	Unemployed fathers and other needy people	Welfare Administration, U. S. Dept. of Health, Education and Welfare
College work study programs	Up to 15 hours a week part-time employment for students attending institutes of higher education who are from low income families.	Economic Opportunity Act Title I Part C	Colleges and universities	Full-time college students	Office of Education, Dept. of Health, Education and Welfare

RESOURCE	WHAT IS IT?	LEGISLATIVE AUTHORIZATION	WHO MAY OPERATE THE PROGRAM AT LOCAL LEVEL	FOR WHOM	FURTHER INFORMATION
Vocational Education Work Study Programs	Up to 15 hours part-time employment for students enrolled in full-time vocational education programs. Compensation is not to exceed $45 per month. Employment under the program is to be for the local educational agency or some other public agency.	Vocational Education Act of 1963 (public law 88-210)	Local school system through state education grant.	Full-time vocational education students between ages 15 and 21.	Local school system, State Education Department, Office of Health, Education and Welfare.
Small business aid	Make provision to assist in the establishment, preservation and strengthening of small business concerns and to improve managerial skills. Loans available up to $25,000 deferred repayment on principal	Economic Opportunity Act Title IV and Small Business Act and Area Redevelopment Act of 1962.	Small Business Administration	Adults	Small Business Administration, Office of Economic Opportunity

RESOURCE	WHAT IS IT?	LEGISLATIVE AUTHORIZATION	WHO MAY OPERATE THE PROGRAM AT LOCAL LEVEL	FOR WHOM	FURTHER INFORMATION
SBA (continued)	of loans allowable. (Grants available to State for studies, research and counseling concerning the managing, financing and operation of small business enterprises.)				
Counseling Placement and Testing	Provision for young people who are unable to qualify or hold employment, to receive counseling and related services in order to be referred for occupational training or further education	Manpower Development and Training Act	State Employment Service	Youths between 16 and 2	Bureau of Employment Security, U. S. Dept. of Labor

RESOURCE	WHAT IS IT?	LEGISLATIVE AUTHORIZATION	WHO MAY OPERATE THE PROGRAM AT LOCAL LEVEL	FOR WHOM	FURTHER INFORMATION
Work Research and Demonstration	Makes provision for CAP who want to experiment with new employment program ideas that would have value to CAP in other areas.	Economic Opportunity Act Title II (Sec. 207)	CAP employment program, local vocational agencies	Youths and Adults	Office of Economic Opportunity - Community Action Program
Training	Makes provision for training professionals and sub-professionals to work in community action agencies.	Economic Opportunity Act Title II (Sec. 207)	CAP employment program, local vocational agencies	Youths and Adults	Office of Economic Opportunity - Community Action Program
Special Work Demonstration projects	Provides for experimentation with new techniques that might be of value in serving those with serious employment problems.	Manpower Development and Training Act Part I	Vocational agencies, colleges, other non-profit organizations.	16 and above	Division of Special Projects, Office of Manpower and Automation Training, U. S. Dept. of Labor

March 18, 1965

VII. EMPLOYMENT PROGRAMS

B. URBAN EMPLOYMENT

1. Framework for Analysis

WHY SHOULD AN EMPLOYMENT PROGRAM BE INCLUDED IN ANY CAP PROGRAM?

Poverty flourishes in areas of high unemployment. Unemployment is a major contributor to other symptoms of poverty such as: juvenile delinquency and other anti-social behavior, health problems, general disintegration of the community as a cohesive social structure, inadequate education, dependency on institutional support, and a weakening of the business structure of the community. A program which produces employable skills and returns the unemployed to gainful employment reduces poverty and helps reduce the incidence and impact of many of the above symptoms of poverty.

OEO STANDARD. A comprehensive community action program will have an employment program component (either directly administered by or coordinated by the community action agency.

HAS THE COMMUNITY ACTION AGENCY, IN DEMONSTRATING A COMPREHENSIVE GRASP OF THE UNEMPLOYMENT PROBLEMS FACING THE COMMUNITY, PRESENTED SUFFICIENT DOCUMENTARY EVIDENCE TO INDICATE AN AWARENESS OF THE VARIOUS FACTORS SUCH AS EDUCATION AND HEALTH WHICH CONTRIBUTE TO UNEMPLOYMENT? HAS THE CAA DEMONSTRATED A CONCEPTUAL UNDERSTANDING OF THE DYNAMICS CONTRIBUTING TO UNEMPLOYMENT OR IS THE PRESENTATION PRIMARILY STATISTICAL? HAS THE CAA CONSULTED PUBLIC AND PRIVATE AGENCIES WHICH PRESENTLY PROVIDE EMPLOYMENT SERVICES? IF SO, DOES IT KNOW WHAT FURTHER SERVICES ARE NEEDED?

The study required by the OEO Standard (below) encompasses the unemployed in the community:
-- Youth - males and females (14 to 22 years of age)
-- Adults - males and females (over 22 years of age)

The unemployment situation in the community will be revealed by an analysis of the unemployed population:
-- individuals out of work but possessing some usable work skills
-- individuals out of work and possessing insufficient work skills to obtain and retain employment (the unemployable)

The unemployment situation will be revealed by an analysis of the factors which contribute to unemployment and the impact of these factors on the potential labor force:

Economic Factors - the economy of the community provides few jobs, the economy of the community does not keep pace with the growth in the potential labor force.

Educational Factors - individuals possessing insufficient academic skills to obtain employment (particularly below 6th-grade level in reading and arithmetic skills).

Dependency Conditions - the incidence of dependency for support on public and private welfare agencies.

Health Factors - birth rates in terms of the average number of dependents heads-of-households must support, and specific health problems which present barriers to sustained employment.

Minority Groups - the incidence of minority groups representation in the general population and existing barriers to their employment.

Structure of Local Economy - the types of jobs existing in the community, the potential for developing those areas of the business and industrial community which are under-developed, and the potential for stimulating new business and industry to locate in the community.

Existing Pattern of Services Related to Employment - identification of the public and private agencies in the community which provide services related to employment, identification of the specific services provided by the existing public and private agencies, an analysis of the quality and quantity of the services provided by existing agencies, the degree of coordination among existing services, identification of gaps in the pattern of employment services, a study of the need for additional services and additional coordination of services, and an analysis of plans under way to coordinate and otherwise improve the pattern of services.

OEO STANDARD. The community action agency will make a comprehensive study of the employment situation in the community.

DOES THE COMMUNITY ACTION AGENCY HAVE CLEARLY DEFINED GOALS WITH REGARD TO THE ESTABLISHMENT OF AN EMPLOYMENT PROGRAM?

The specific goals of an employment component of the community action program should be:

-- to mobilize and use the existing public and private agencies

-- to locate the unemployed and underemployed and serve them through the community action agency employment program

-- to establish a program of training which will provide the unemployed with the skills to make them employable

-- to reduce the incidence of juvenile delinquency and social disintegration by means of the counseling and training program

-- to reduce the incidence of poverty by employment of the heretofore unemployed

-- to provide a model employment program (either directly administered by or coordinated through the community action agency) for use in all areas of the community which have similar problems

HAS THE COMMUNITY ACTION AGENCY ORGANIZED A BROADLY REPRESENTATIVE ADVISORY COMMITTEE ON EMPLOYMENT? HAVE SPECIFIC OBJECTIVES FOR THE ADVISORY COMMITTEE BEEN DETERMINED AND STATED IN WRITING?

The community action agency will have an advisory committee (and other committees such as study groups) whose responsibility will be to oversee the evaluation of the employment needs of the community, establish objectives for the employment program, determine the most effective means of attaining the stated objectives, make recommendations with respect to the nature and scope of the program, and establish policy standards. The advisory committee will be composed of representatives of the various public and private agencies which will participate in the coordinated employment program (such as the State Employment Service, and State Department of Vocational Education) as well as representatives from organized labor, the business community and local civil groups.

OEO STANDARD. The community action agency employment program will have sound community support.

IS THE COMMUNITY ACTION AGENCY AWARE OF THE MAJOR LEGISLATION PROVIDING FOR FINANCIAL AND OTHER ASSISTANCE TO COMMUNITIES WITH REGARD TO PROBLEMS OF UNEMPLOYMENT?

The community action agency will investigate various legislation providing funds for employment programs. (See Table I).

DOES THE COMMUNITY ACTION AGENCY EXHIBIT SOME KNOWLEDGE OF THE CURRENT EXPENDITURE OF FUNDS IN EXISTING EMPLOYMENT PROGRAMS AND THE SOURCES OF SUCH FUNDS? HAS IT ATTEMPTED TO DETERMINE WHETHER PRESENT FUNDS ARE BEING USED IN AN EFFECTIVE MANNER?

The community action agency will investigate sources of currently available funds for employment programs and will study the possibility of better use of existing funds.

OEO STANDARD. The community action agency will investigate the various methods for obtaining funds to implement the proposed employment program (state, Federal and private).

DOES THE COMMUNITY ACTION AGENCY HAVE A DESIGN FOR AN EMPLOYMENT PROGRAM WHICH CONTAINS ALL NECESSARY PROGRAM ELEMENTS? HAS THE CAA DEMONSTRATED A KNOWLEDGE OF THE FUNCTION OF EACH OF THE PROGRAM ELEMENTS IN THE TOTAL EMPLOYMENT PROGRAM?

Program elements should include:

-- recruitment

-- intake services

-- assessment of trainee educational and vocational aptitudes, personal and social adjustment, motivation to work, work interests, and other factors which might pose a barrier to employment (e.g., health, housing).

-- education skills - training in basic literacy and arithmetic skills, job related information (how to seek work, complete an employment application)

-- employability skills - how to handle conflict with other employees, job etiquette

- occupational skills - MDTA, OJT, pre-employment experience Job Corps, Neighborhood Youth Corps, Vocational Education in Trade Schools and Work Crew Programs (See Table I)

- job development services - job finding, job creation and restructuring economic assistance programs (SBA, ARA, FHA)

- adequate and properly trained staff including an in-service training program for staff, adequate salaries.

- supportive services (either as part of the community action agency program or through some other mechanism within the community action agency) such as medical, dental, legal, social, and child-care, as those relate to employability

- job placement services including follow-up services in the form of continued trainee counseling and continued basic education services

- program evaluation - evaluation of the operating components of the program - i.e., is the basic education component of the program raising the literacy and arithmetic level of the trainees? Do trainees in the clerical training program learn sufficient clerical skills to enable them to function adequately in clerical jobs? Also, evaluation of program outcomes - does the program realize effectively the overall program objectives? Do trainees obtain and retain jobs for which they were trained?

OEO STANDARD. The community action agency employment program will be structured to contain at a minimum the essential program elements necessary to conduct a successful employment program.

DOES THE EMPLOYMENT PROGRAM PLAN DEMONSTRATE AN ADEQUATE STAFFING PATTERN FOR THE SERVICES OUTLINED IN THE PROPOSAL? DOES THE PATTERN INCLUDE PARTICIPATION OF COMMUNITY RESIDENTS AS PAID STAFF MEMBERS? DO THE FUNCTIONS FOR ALL STAFF POSITIONS, PARTICULARLY THOSE OF RESIDENTS, CORRESPOND TO THE PROGRAM OF SERVICES OUTLINED BY THE COMMUNITY ACTION AGENCY?

Although there is no definite standard for staffing patterns in employment programs, certain types of staff positions are generally found in most programs:

Administrative staff - program director, assistant director, administrative assistant, clerical staff

Training staff - social workers, counselors, basic education teachers, job developers, OJT specialists, job placement specialists, etc.

Section 202(a)-3 of the Economic Opportunity Act states: "The term Community Action Program means a program which is developed, conducted and administered with a maximum feasible participation of residents of the areas and members of the groups served". Thus the employment of community residents plays an important part in the CAP's employment program. Knowledge and communication skills available to community residents alone will improve the overall quality of the program.

It is recommended that the staff to trainee ratios generally be as follows:

-- basic education program, 1 to 12

-- vocational training programs, 1 to 10

-- group counseling programs, 1 to 10

-- social workers and other caseworkers, 1 to 20

-- placement personnel should not have a caseload exceeding 50 trainees at any time.

OEO STANDARD. Staff positions in the employment program are dictated by the nature of the given program.

DOES THE EMPLOYMENT PROGRAM PROVIDE TRAINEES WITH EXPOSURE TO THE BUSINESS AND INDUSTRIAL COMMUNITY? ARE TRAINEES EXPOSED TO THE PRESSURES AND INCONSISTENCIES OF THE COMPETITIVE WORLD OF WORK?

The employment program should provide trainees with a constant exposure to the general environment and pressures of the competitive world of work and should position the employment program staff close to the business and industrial community for purposes of establishing the contacts required by the needs of the program.

OEO STANDARD. The employment program should assure trainee contact with the business and industrial segment of the community.

DOES THE PROGRAM DESIGN INCLUDE SPECIFIC CRITERIA FOR EVALUATING THE OPERATIONAL ACTIVITIES OF THE VARIOUS PROGRAM COMPONENTS? HAVE STAFF MECHANISMS BEEN ESTABLISHED TO INSURE CONSTANT CHECK AND FEEDBACK OF INFORMATION ON THE EFFECTIVE OPERATION OF THE PROGRAM COMPONENTS?

The program should have built-in operational criteria for evaluating the on-going functions as they were designed. Some program elements are: trainee evaluation in terms of potential and training needs, effectiveness of skill training, counseling, and job development.

OEO STANDARD. The employment program should include provisions for both operational evaluation of the program and a long-range evaluation of whether the program is successful in reaching its overall objectives.

IS THERE A RECOGNITION OF THE NEED FOR LONG-RANGE FOLLOW-UP AND EVALUATION OF GRADUATE TRAINEES TO DETERMINE THE ULTIMATE EFFECT OF THE PROGRAM ON THE UNEMPLOYED?

Long range follow-up of graduate trainees must be made to determine whether they fulfill program objectives, i.e., do trainees obtain and retain sustained employment at or above the level at which they were trained? Do trainees exhibit an ability to adapt to a changing world of work? Do they display a pattern of some upward mobility in the job hierarchy?

HAS THE COMMUNITY ACTION AGENCY CONSIDERED THE USE OF AN OBJECTIVE RESOURCE (SUCH AS A UNIVERSITY) FOR EVALUATING THE PROGRAM OUTCOMES OF THE EMPLOYMENT PROGRAM?

The employment program should contract with an expert "outside" evaluative source to evaluate program outcomes -- whether or not the program is reaching its objectives. Such evaluation is very complex and requires the services of a source expert in such evaluation. Also, evaluation of program outcomes by an unrelated group insures a level of objectivity which would be difficult to attain in a self-appraisal of program outcomes by the community action agency itself.

March 18, 1965

VII. EMPLOYMENT PROGRAMS

B. URBAN EMPLOYMENT

2. Model Program

The setting of this model is Big City, a large urban center on the Eastern seacoast with a population of approximately one million people. The plan of the Big City community action agency is to set up employment training centers in the chronically poor areas of the city. This model concerns itself with one such program for an area of approximately 80,000 people. Thus, it can be viewed as a program for small urban communities with populations up to 150,000 as well as a model for urban areas with a population of more than a million.

The community of Rosewood is a part of Big City. It had a population of 82,500 (23,000 families) in 1960. It is a part of the city which has absorbed successive waves of immigrants; Irish and Jewish around the turn of the century and in the early 1900's and, in the last 25 years, increasing numbers of in-migrant Negroes. It is predominatly a residential area housing low and middle income families whose wage earners mostly work in the Big City. Between 1950 and 1960, there was a population decline of 16.3 per cent which was characterized by the withdrawal of whites and an influx of non-whites. The 1960 census figures for Rosewood show an evenly balanced racial composition. However, the population is clustered in pockets ranging from 99 per cent white to 99 per cent Negro. This is exemplified by the existence of areas of a few blocks in which an Irish population lives or a small segment with older Italian or Jewish residents. However, the majority of the people now living in the community are Negro. This trend has increased since the 1960 census and large areas are rapidly becoming non-white ghettos.

Historically, Rosewood has been a mobile community in terms of population trends. For each wave of immigrants it has been a place of "stop over". As a consequence, the people living there are younger than the population of the rest of the city, with a higher proportion of children under five and a small percentage of adults over 65. The non-white population is younger than the white group and therefore has a substantially larger proportion of school-age children. In 1960, only 20 per cent of the population in the community were single person families while almost 50 per cent were families of three or more.

In 1960, 27 per cent (5,677) of the 23,000 families had incomes of under $3,000. The rapid in-migration of low-income families and individuals over the past four years unquestionably increased this percentage. Already one-third of the Aid to Families of Dependent Children caseload of the Department of Public Welfare -- 2,600 families -- reside in Rosewood. Twenty per cent of the Division of Child Guardianship services in Big City are devoted to Rosewood. In addition, over 30 per cent of the youth residing in Rosewood have police records.

Inventory of Existing Services

Residents of Rosewood were asked to evaluate the services available in the community. Certain characteristics were evident at the outset of the survey: from the standpoint of location, there is an uneven distribution of facilities. Certain neighborhoods on the periphery of the community are woefully lacking in services; also, areas of greatest population density and worst social disorganization have less service facilities than the stabler parts of the community.

The survey covered the following major facilities and institutions of the community: 53 churches and synagogues, 12 settlement houses or community centers, five branch libraries, eight public housing projects, two municipal recreation centers, 18 parks or playgrounds, 37 public schools, nine parochial schools, and two public health clinics.

Meetings were held in well-known cultural and recreational centers. Invitation lists were drawn up in each neighborhood and people came either as individuals or as members of organized groups. The meetings were attended predominantly by local residents; a few clergymen and representatives of public and private agencies participated. Attendance ranged from 25 to 75 people a meeting. At the start of the program the people were given a general briefing on the objectives of the survey. A consultant, employed by the Community Action Agency was then introduced and spoke briefly of the desire of the CAA to have citizens of the community participate in planning the future development of their community. The group was then asked to react to the following questions: What are the current problems of the community? What are your immediate needs? What is your evaluation of existing services? What would you recommend by way of improvements?

The following topics were covered in the order named: health, education, recreation and cultural opportunities, family and child welfare, legal and protective services, and employment. Detailed minutes were taken by a local resident as well as by two staff persons of the CAA.

At the conclusion of each meeting, the group selected eight people to represent them at a final joint session.

A series of recommendations were made by the people at one or more of the neighborhood meetings. The CAA consultant, on the basis of information emanating from these community meetings, and independent studies made by the CAA, made a separate series of recommendations. All recommendations were read and approved at the final joint session.

Topics Covered and Recommendations Pertaining to Employment

Health - Recommendation - A major cooperative effort is needed between residents and city officials to improve the physical appearance of the area through street improvements, rigid enforcement of codes and laws, and a need for voluntary or compulsory rehabilitation of business establishments. There should be an education program, for those helping in the detection referral and prevention of health problems, with an emphasis on those problems which hinder skill training and employment.

Education - Recommendation - There should be an analysis of the curriculum of the schools to find if they are meeting the needs of students with deprived educational backgrounds. The remedial education services for junior and senior high school students should be improved. Drop-outs should receive special attention from school personnel; there should be a direct means of directing those who do drop-out into skill training programs leading to employment, and a thorough analysis of the technical and vocational training programs provided within the public schools to ascertain whether they direct the employment needs of Rosewood; and whether they will, ten years from today.

Recreational and Cultural Programs - Recommendation - That two additional neighborhood centers providing helping services for youths in disadvantaged areas be established, with a view to reducing the incidence of juvenile delinquency and other behavior patterns that reduce employability.

Family and Child Welfare - Recommendations - That appropriate agencies be asked to provide special programs to assist newcomers with planning, budgeting and use of urban community recources, and those services related to obtaining employment; that there be improved liaison among the education, health, welfare and employment services, both public and private, in identification of individuals and families who have potential problems. Once the individuals are identified, they should be referred to the appropriate agency for early assistance with their problems.

Employment - Recommendations - That the community action agency do a thorough analysis of the employment situation in Rosewood. This analysis should concern itself with size of the labor force, types of skills and training, unemployment, underemployment, and per capita as well as family income. A survey of businesses, industries, and unions should also be undertaken to determine the extent of discrimination in employment. All public and private employment agencies should be urged to promote fairly and forcefully, employment opportunities for the citizens of Rosewood. There should be continuous programs for the development of both personal and occupational qualifications necessary for employment. Vocational counselling services should be established in all the schools and settlement houses, and a combination of academic training and on-the-job training should be initiated.

Recommendations by the CAA Consultant and CAA Advisory Committees with Regard to Employment - Because of the lack of employment facilities and services, the serious incidence of unemployment, high rate of juvenile delinquency, and general conditions of poverty in the community of Rosewood, the CAA should develop a plan for the coordination of existing facilities to implement an Employment Program in the community. It was further recommended that employment services be mobilized through a CAA sponsored Employability Center in the community of Rosewood.

The Employability Center Model

Background - Over a period of 4 months the Community Action Agency designed a program which will be responsible for the administration of the Center with resources provided by the following groups: the State Employment Service, State Department of Vocational Education, the private youth-serving organizations such as the Boys Clubs and YMCA.

The CAA's study indicated that much of the effectiveness of existing public and private agencies in the community was lost due to the lack of coordination of their services. The study indicated that there was:

-- Duplication of services and duplication of expenditure of funds. There was duplication in several types of employment services, and several serious gaps in the overall services brought to bear on unemployment problems. It was recognized that it was difficult to obtain additional funds to fill those gaps.

- Some unemployed youth in the community were being served by more than one agency and receiving, in some cases, duplicate services from two or more diffierent agencies in the community. However, agencies found that they could not provide adequate services to all youthful applicants due to lack of sufficient personnel and funds.

- Clients receiving services from more than one agency were often confused and sometimes hindered in their ability to obtain employment as a result of the varying objectives, policies, and approaches used by the agencies.

- Employers were often harrassed by placement personnel representing different agencies in the communities while a substantial number of other employers in the community who were willing to participate in employment programs for youth were never contacted by any agency (some employers reported being contacted by as many as four different individuals representing different agencies in a given week; some of these employers indicated that they were no longer willing to participate in a community employment program for unemployed youth as a result of this "annoyance").

- The community did not provide a comprehensive pattern of services for unemployed youth because community-wide study of the employment needs of the youth in the community was essential to the provision of such a comprehensive pattern of services, and the determination of what additional services were required was impossible to ascertain since there was no effective means of communication between the existing agencies in the community.

- There were no effective means of evaluating the quality of the services being provided in the community or determining what areas of service needed strengthening.

- That conflicts arose between some of the agencies providing employment services to unemployed youth which were detrimental to the youth being served.

After reviewing the above findings, there was a consensus on the part of the participants in the study that there was urgent and immediate need for the mobilization and coordination of all existing services to unemployed youth. It was decided that these services should be coordinated through a single administrative mechanism in the community. The participants in the study agreed that the CAA was the logical administrative structure for coordinating and improving the various services provided by the existing public and private agencies in Rosewood.

It was also recommended, that the CAA be officially designated as a State-accredited vocational training facility under the provisions of the Manpower Development and Training Act. The CAA ultimately received such certification from the State Department of Vocational Education.

Design of Employability Center Program

Recruitment - The Center will accept young men and women between the ages of 17 and 21 who have dropped out of school for more than one semester, and for whom no job is presently available, or who cannot obtain employment in job areas in which openings exist. Priority in selection will be given to those youth so educationally handicapped as to be considered functionally illiterate, i.e., with reading and arithmetical ability below the sixth grade level.

The majority of referrals will come from the following sources: the three private youth-serving organizations, State Employment Service (including selective service rejectees who meet the above criteria, referrals from the Youth Opportunity Centers when they are established, as well as the "routine" caseload of the State Employment Service), the Department of Public Welfare, the Public Housing Authority, the State Youth Commission, probation agencies, and other private agencies in the community.

The program is designed to handle approximately 850 trainees during the first year:

Type of Training	Number of Trainees During 1st Year
Automobile Service Station Mechanic	200
General Clerical	200
Food Service	150
On-the-Job Training	300
Basic Education*	850

*All Trainees receive Basic Education Training as Part of the overall work training curriculum.

The "Training Day" will operate between the hours of 8:00 a.m. until 3:30 p.m. five days a week (½ hr. per day for lunch) amounting to a thirty-five hour training week for all trainees.

Intake and Screening

All applicants will be given the following tests upon referral to the Center: Stanford Achievement Test, Intermediate Battery, Revised Beta Intelligence Test (non-verbal), Science Research Associates Mechanical Aptitude Test, A Mental Health and Personality Test, and a test of physical capacity for employment (part of a general physical examination all referrals receive from local public and private clinics as arranged by the Center). Upon the completion and scoring of the test, the results are reviewed by an Intake and Screening Committee composed of the Center Director (or Assistant Director) the Supervisor of Teachers, the Supervisor of Counselors, and the Supervisor of each vocational training area (auto mechanics, clerical, etc.) On the basis of specified criteria, those applicants accepted by the Center will be programmed for one of two types of programs: Vocational Education or On-the-Job Training.

After initial testing and screening, those trainees who meet the basic education criteria of at least 6th-grade achievement level in both reading and arithmetic skills, exhibit no serious behavioral or attitudinal problems, and possess aptitude (as determined by the tests mentioned above) in any of the three vocational education training areas (General Clerical, Automobile Service Station Mechanic, or Food Service) will be referred to the Vocational Education arm of the program. Trainees who do not meet these specific criteria but do satisfy the initial intake criteria, will be referred on the On-the-Job Training arm of the program. Those trainees who during the Basic Education phase of the On-the-Job Training Program display previously undetected aptitude for training in any of the three Vocational Educational training areas mentioned, may be reassigned to the Vocational Educational component of the program.

The Vocational Education Training Program

The seven-hour training day will be equally divided between Basic Education and Vocational Education.

Basic Education Program - All trainees will receive an average of 40 weeks of Basic Education, one-half day, five days per week. The outline below describes the curriculum of the Basic Education Program:

- Reading Skills (designed to achieve at least a sixth grade level). Some "programmed" reading programs currently available on commercial markets are used. However, all of this material is considered to be somewhat lacking in content, mode of presentation, etc., and all materials are adapted to use to the specific learning problems of this particular population of unemployed youth.

- Arithmetic Skills (designed to achieve a minimum of sixth grade level in addition, subtraction, multiplication, division, fractions, decimals and percentages).

- Communication Skills (placing special emphasis on job-related writing: job applications, order forms, etc., and the correction of speech and pronunciation problems).

- Social Studies (designed to prepare trainees for responsible citizenship: will stress major developments in American history with particular emphasis on the role of the Negro; a comprehension of community institutions, public and private, and an understanding of their rights and responsibilities as citizens of a great metropolitan center).

- Small group discussion - Research has indicated that attitudinal changes necessary for the trainee to function effectively in employment, can best be achieved through small group discussions led, but not dominated, by a group worker in a relatively unstructured and free-wheeling atmosphere. There are four functions which these discussions perform (and sometimes they are performing several simultaneously):

    - They will discuss various aspects of the employment picture: how to apply for a job, grooming, budgeting the pay check, how to deal with a foreman who "bugs" you or a fellow-worker who "puts you down", how to get to a suburb where the job is, etc. Underlying these discussions is an exploration of the conflict between values and behavior. This exploration is never couched in terms of "good or bad" but, rather, in terms of what values are more effective when employed and what behavior is more functional on the job.

    - The trainees will learn what it means to participate in meaningful discussion: their right as Americans to hold and express points of view and their duty as Americans to respect the views of others.

-- Most of the trainees will be Negroes who must deal with the constant theme of inferiority which our caste system daily hammers at them. To this is added for both Negro and Caucasian the sense of failure which their experience with our institutions--school, jail, temporary jobs--has drummed into them. In the non-threatening adult atmosphere of group discussion, the trainees can begin to cut through this scar tissue of failure, to develop a sense of their identity as individuals and enlarge their self-respect, and to deal constructively with the bitterness and hostility which their environment has instilled in all of them.

-- All of these trainees will repeatedly face retraining during the course of their work careers as automation upgrades job skills. The group discussions should help them develop a sense of self-confidence which will make them willing and able to accept retraining when it comes.

-- Job Etiquette, Grooming and Employment Decorum: When the trainees have been in the program for sufficient time to be ready to accept special training in the essentials of employment decorum, job etiquette and personal grooming, expert resource leaders will be introduced to the small groups (10 hours of instruction for the men and 16 hours for the women). The trainees have learned to conform to certain standards of dress, speech and deportment which clash with the standards to which they must conform if they are to be successful in job interviews and job performances.

Study Hall, led by two group workers who will assist trainees in the preparation of assignments, tutor them in areas of academic deficiency and allow for individual counseling periods with the trainees. Student-teacher ratios (including group discussion) will average 1 to 12 and will not exceed 1 to 15.

Vocational Education

-- General Clerical Training - The training curriculum will include training in the following general clerical areas: clerk-typist, mail preparing and handling, machine operators, and duplicating machine operators. During the initial period of training in this unit, all trainees will receive basic vocational training in general office procedures. This will include training in filing, indexing, business etiquette, telephone answering and operation of adding machines, comptometers, photocopy machines, duplicating machines and mimeograph machines.

After this period of general office training, the trainees will move into areas of specialization. These areas of specialization will include clerk-typing, mail preparation and handling, duplicating machine operation, clerk-steno, comptometer operator, filing clerk, cashier, and receptionist.

-- Automobile Service Station Mechanic Training (Dictionary of Occupational Titles)

D.O.T. description: "Performs minor repair and tune-up of motor vehicles at automobile service station: Replaces and adjusts fuel, electrical, and cooling system components. Replaces and adjusts system component parts. Installs automobile accessories, such as oil and air filters. Services and repairs tires and balances wheels. May fill fuel tank of vehicles with gasoline or diesel fuel. May lubricate moving parts of chassis with grease using grease gun, according to standard manuals".

-- Food Service Training - A food service training program will be established by creating a cafeteria set-up within the Center. (Earnings from the cafeteria will be used to reduce the cost of the training program). Trainees will be introduced to all phases of Food Service work. They will be assigned to specialized training after an initial period of vocational orientation on the basis of their interests and aptitudes. The cafeteria facility will be open to the public to give trainees the opportunity to be trained in a real work setting and be exposed to many of the conditions existing in the competitive work world.

Trainees participating in Vocational Education Programs receive "training allowances" under the Manpower Development and Training Act. Training allowances under MDTA and ARA differ from Unemployment Compensation (UC) in that UC is an insurance system financed through employer contributions.

MDTA training allowances simply provide minimum subsistance to workers while they are in training on the basis of a social investment on the part of the Federal Government.

The allowances are the average UC payment in a given state. They do not reflect any specific contribution by the worker or his employer but arise out of general federal tax revenues.

There are two basic training allowance eligibilities. Youth from 17 to 21 are eligible for half the adult allowance up to $20 per week. "Heads-of-Households" are eligible for the adult allowance.

Persons coming from households in which the "head" is unemployed may receive the "head-of-household" allowance in lieu of the "head". These can be youths or adults. Training allowances are not generally available in On-the-Job Training programs (however trainees in OJT programs are remunerated for their work by the firm providing OJT training). One exception is where trainees go through a "vestibule" training period during which time they are not producing goods that go into commerce but are rather familiarizing themselves with the demands of the job through work samples that do not go into commerce (a situation which occurs infrequently).

Trainees may also receive, in addition to the training allowance, a subsistence payment when they are required to take MDTA training beyond commuting distance from their homes. This payment can be up to $35 per week for both youths and adults. The actual payment is determined by a number of local cost-of-living factors, but in most cases the State Employment Services are allowing the full $35.

Heads-of-Households can be of any age--from 16 and up, as long as they meet the Internal Revenue Code definition of "Head-of-Household". Almost all MDTA training allowances are provided in institutional, i.e., classroom, training programs.

There are some distinct advantages to the use of on-the-job training as a mechanism for training a substantial number of trainees in an employment program. Some of these advantages are:

-- OJT permits the employment program to offer a job training program covering as many job families and specific jobs as the program can organize OJT facilities. There is virtually no limit on the number of different job categories in which the program can offer training. This factor enables the Center to involve as large a segment of the business and industrial community in the employment program as the Center wishes to take the initiative to involve.

-- Some job training areas, due to the cost of very expensive equipment and high-paid technicians, are virtually impossible to duplicate in a Vocational Education program located on the premises of the Center. However, training of youth in such job areas need not be lost due to the OJT mechanism.

-- There is a practical limitation on the number of Vocational Educational components (training programs) which can be realistically housed in any employment program facility. The use of OJT eliminates this barrier to many job areas which are highly feasible job training areas for the program's trainees.

- -- The training required for adequate function in certain job areas is sometimes so highly specialized and varies from one employment situation to another, that it would be almost impossible to provide comprehensive job training in these specific job areas within a Vocational Education program since there are no uniform standards for training. Such training under these circumstances can be obtained only in an on-the-job training setting within the business establishment where the trainee will ultimately be employed.
- -- Some employers will hire only those individuals who go through some kind of on-the-job training within their company.
- -- Some employers, although skeptical of the training provided in Vocational Education programs (whether justified or not), will employ trainees who have been trained in an OJT setting in their own place of business or at another business (particularly if the employer is acquainted with the employer of the other business).
- -- Some employers view the development of an OJT program within their own business as an advantage to their existing personnel as an opportunity to establish a higher standard of performance and to instill a sense of competition in their regular employees.
- -- The maximum number of trainees who can be involved in OJT programs is considerably greater than the number of trainees who can be trained in Vocational Education Programs, without resultant decrease in the quality of training.

A Supervisor of on-the-job training and two specialists will develop and write training programs for employers and be responsible for inspecting on-the-job training in operation. This OJT staff will receive training, technical guidance and supervision from the regional office of the Bureau of Apprenticeship and Training (BAT), to insure that the OJT is supervised and carried out in accordance with the requirements of BAT.

The OJT staff will place approximately 150 trainees in on-the-job training through non-reimbursable agreements, where the employer is not reimbursed for his cost of providing training services for trainees. In addition, 150 trainees will be placed in OJT situations under training programs developed by the staff and approved by a representative of the Department of Labor. These placements will be made under reimbursable OJT subcontracts, where the employer is reimbursed for his cost of providing training services for trainees.

The period of training will be a minimum of four weeks and a maximum of thirty weeks. The Center shall reimburse the employer for training costs from the special reimbursement fund. Reimbursement to a subcontractor shall be for job instruction costs and other special services. The rate of reimbursement for any particular subcontract shall be subject to approval by the representative of the Labor Department. A fund in the amount of $157,500 will be required. (This figure is based on an average of fifteen weeks of training at the maximum of $35.00 for 300 trainees). When three-quarters of this fund is expended, a performance evaluation will be made by a representative of the Department of Labor, and, based on this evaluation, a supplemental request for additional funds may be made if it is determined that the funds remaining are not adequate.

The Center will administer this OJT portion of the program in accordance with all regulations, procedures and requirements pertaining to the MDTA-OJT projects. All on-the-job training under this contract shall be subject to prior written approval by the representative of the Department of Labor and special procedures assuring action within a week, where worked out within the Regional BAT office. Since unions play a major role in determining the hiring process in many occupations, they will be involved in advising the Center and in seeking placement of trainees. Thus, there will be a union council and a management council advising the Center's OJT program. These two councils will form two vital links between the Center and the industrial community by: establishing entry level job standards for trainees; establishing pre-apprenticeship training opportunities; endorsing the Center's OJT program and committing themselves to securing job openings; advising the Center on how it may more effectively communicate with industry by feeding back the major concerns of industry around youth employment and serving as sounding boards for proposed changes and alternative approaches in the Center's placement program.

One purpose of OJT training is to provide individuals who have acquired positive job attitudes and good personal habits an opportunity to receive job training in a real work setting. Another purpose is to provide employment for persons measuring up to these qualifications. A third purpose is the provision of work opportunities which are permanent and offer the possibility of advancement for persons from disadvantaged environments and backgrounds.

To realize these objectives, trainees will "learn by doing" on-the-job (i.e., job-site supervision and direction by the company) by utilizing the instruction and indoctrination received by trainees in the Center program prior to beginning work on-the-job, by related instruction provided by the company and by continuing (part-time) instruction, counseling and guidance at the Center until the conclusion of the overall training program.

Some OJT placement may involve job areas such as: furniture inspector, machinist, small parts assembler, etc.

Trainees in the OJT phase of the program will receive twenty weeks of full-time basic education (curriculum outlined above) prior to on-the-job training. Trainees will go through a twenty-five week program divided into twenty weeks of basic education and five weeks of pre-employment work-team experience, spaced as four weeks of basic education to one week of work teams. The trainees will then move into on-the-job training or full employment in industry.

All trainees, including those participating in the Vocational Education Training Programs as well as those participating in the OJT program, will be urged to continue their basic education at the Center during evenings and on weekends. Placement team personnel will be instructed to encourage trainees to continue their basic education after the trainee is permanently placed in full time employment and also to attempt to arrange with employers some "release time" for trainees permanently employed as a means to upgrading the performance of trainees who have been hired by the given firm. Staff members will encourage all trainees to continue their education with a view toward obtaining a high school diploma or equivalency certificate, when appropriate, and will advise trainees as to other educational facilities available to trainees as required, i.e., evening adult education programs provided by the public school system.

Pre-Employment Work Teams

For some trainees the ambivalence in their attitude toward training and employment is a real stumbling block. They recognize their academic inadequacies but fear another experience of failure; they want the rewards and status of employment but are reluctant to accept the discipline and responsibility of a job and, again, they fear another failure. As they approach the job interview's moment of truth, some have displayed the classic withdrawal syndrome. In some instances, trainees have failed to keep interview appointments; in others, their anxiety has lead trainees to blot out their learning and in job interviews they have reverted to stereotyped street behavior which they have otherwise discarded.

The approach which the Center will test is to build trainee self-confidence by letting them gradually develop a realistic sense of their own capabilities by a series of graduated levels of achievement. These series of tasks will be planned for both the academic and vocational training programs. After each achievement, the trainee is tested for various strengths in the particular program. Although certain specific tests will be given to help in measuring the extent of the trainee's achievement, they will be communicated to the trainee in an interpretive way. Thus, the trainee will not only have an opportunity to have a recognized experience of continued success, but he will also learn how to deal with failure more realistically.

In the Vocation Education Programs it will be relatively easy to program these achievement series in an integrated and interrelated fashion; thus it will help to demonstrate to the trainee the close relationship between his academic and vocational skills.

In the Basic Education Units pre-employment work teams will be developed to indicate this relationship. The pre-employment work team will consist of 15 trainees, a work team instructor, a work team group worker, and the group worker ordinarily assigned to the particular group. It will be integrated into the basic education program every fifth week of training so that over a five week training period the trainee will receive four weeks of literacy training in the language arts and arithmetic skills, and one week of specific pre-vocational tasks which will include work at various non-profit agencies which would not otherwise be done. These tasks will include certain types of maintenance, landscaping, floor refinishing, etc., and will be carefully planned so that the trainee will, over the five weeks of his pre-vocational training, experience increasing challenge and responsibility. During, and at the end, of each pre-employment training week, the supervising staff will evaluate, counsel, and relate to the trainee his success in completing his assigned task. The trainee will be moved into on-the-job training when there has been adequate growth in basic education, and when the work team staff feels he has adequately demonstrated his ability to complete a task, accept responsibility, and react to the work situation in a dependable manner. Placement in on-the-job training is seen as a strong motivation for success in the pre-employment work team situation.

As a result of the pre-employment work team phase of the Basic Education program, the trainee will learn three things: How to work well and responsibly at an assigned task in cooperation with fellow workers; a stronger sense of self-concept as a result of work success and service freely given; and the value of responsibility, dependability, and cooperation in work success.

Further, the experience of traveling around the city on work team assignments will prepare the trainee for traveling to employment outside his neighborhood, thus lessening the excessively parochial attitude that has inhibited some trainees from accepting employment in the suburbs.

The Placement Team will be composed of an employment director and four assistants. The supervisor of group workers will be trained as a member of the placement team so that he can, with the assistance of the employment director, screen and refer trainees to jobs developed by other members of the team. Since group workers will maintain contact with the trainee after he has been placed on a job to provide follow-up counseling services, they will be in a position to keep other team staff members informed of the employment progress of trainees placed on jobs. Similarly, the employment director and his assistants will maintain contact with the employer and can provide direct feedback of information as to the employer's response to the trainee's performance on the job. Such information should provide valuable data in terms of evaluating the various components of the Center's overall employment program. A central file will be maintained in the Center's office on the collection and tabulation of all follow-up data on all trainees placed in OJT or in permanent jobs. Standard data collection forms will be devised and used by placement team personnel.

Staff related to the on-the-job training program will complete the composition of the placement team and will provide follow-up services similar to those outlined above. The group worker of a trainee placed in an on-the-job training situation will maintain contact with the trainee similar to the follow-up procedure outlined above.

After trainees achieve a sixth grade literacy level they will be given the Employment Service's General Aptitudes Test Battery (GATB). When the Basic Education program staff judge a trainee ready for job placement, the trainee will be evaluated by the OJT staff or the Vocational Education Training Program staff (whichever applies to the given trainee) in terms of his vocational aptitudes, performance and readiness for job placement. The placement team will then review all of these evaluative findings and make a final determination as to the readiness of the trainee for job placement. They will select the job areas in which there will be an attempt to place trainees.

The placement team staff maintains close contact with the State Employment Service as to job placement efforts, success of trainees, etc. They exchange information in regards to job openings in the community. A complete record of the performance of trainees in the program will be made available to Employment Service personnel.

Counseling and Rehabilitative Services - Group workers on the staff are recruited from groups of young people of college age, some of whom have not completed college.* There are four major roles for the group worker in the program:

-- Serve as counselor to the group in discussion and in individual sessions

-- Serve as a tutor to individuals and small groups

-- Serve as an assistant in placement, and

-- Be the person responsible for follow-up on absentees and those in employment.

*See Appendix II for examples of other sub-professional and/or resident personnel who might be used in an employment program.

Many of the trainees will have serious family and other environmental problems. It is anticipated that group workers will have some difficulty in handling some of these problems due to lack of professional training. Trained "case workers" will be employed in order to provide more effective assistance with critical personal problems which affect trainee motivation. The Center will will employ one chief case worker and nine case workers who will assist in in-service training of group workers and who will act as consultants to groups with regard to individual problems of trainees which the group worker cannot adequately handle. The case workers will also work directly with some trainees who appear to have serious adjustment problems to assist the trainee to master his difficulties or to determine if referral of the trainee to a public or private clinic or other resource for supportive service is required.

Evaluation of Center Program - Evaluation of any employment program is a critical program component. A good program design on paper does not insure that the program is operating sufficiently well to insure the implementation of the program design; and that the program design is one which in fact meets the stated objectives of the program.

Therefore, evaluation of the Center's program might be considered in two general areas--to acquire data in order to analyze operational activities; and to measure programmatic outcomes.

Operational analysis might try to discover if the target population is being reached, to determine the extent of caseloads, or to classify the problems with which various parts of the CAP are attempting to cope. To facilitate program evaluation, a central record system must be established so that data will be readily available on each trainee that has been in the program. It is essential, that specific criteria be determined for assessing the quality of performance of each element in the program. The specification of such criteria will largely determine the value of any program evaluation, since the crucial question is whether it "looks" good. In other words, if one of the objectives of the program is to "provide skill training in auto mechanics consistent with the demands made of workers in actual job situations in the community," a criterion for evaluation of that particular program objective might be "that graduate trainees of the skill training program function well in auto mechanic jobs in the community; or conversely, few graduate trainees lose their jobs in industry due to insufficient skills in the auto mechanics field".

These evaluations are based on criteria which measures the overall impact of the program in terms of the total program objectives. For example, a given overall program objective might be the provision of a pattern of services which renders a heretofore unemployable individual employable. If we define employability as the ability to obtain and retain work at a level consistent with the functional potential of the individual, then some criteria for evaluating this program objective might be: -- The individual obtains employment at or near his assessed functional skill level; -- he earns a salary at or near his assessed functional potential earning power; -- barring any catastrophic economic upheaval such as a major recession, he is never without employment, whether at his level of functional potential or not, for more than one month, -- that if he obtains employment (after losing a previous job) which is below his assessed functional potential, that he ultimately reestablishes himself at or near his optimum assessed functional potential, -- that when technological advances require him to acquire additional skills, he moves on his own initiative to obtain such skills in order to retain his job, etc.

The point should be stressed that it is useless to talk about evaluation of the employment program component if the evaluation is a subjective "expert opinion" type of evaluation. Evaluation of an employment program can be achieved only by specifying the objectives of the program and deriving specific criteria for measuring whether or not the program is meeting its stated objectives.

The Community Action Agency has contracted with Big City University (BCU) to provide evaluative services for all CAP component programs, including the Youth Employment Center. BCU will have responsibility, under its contract with the CAA, to evaluate the Center program in terms of its operational components, the impact of the operational components of the program with regard to the production of employability skills in trainees, quality of services, quality of staff, quality of program curricula, evaluative techniques, etc. In addition, BCU will have responsibility for ongoing and long range evaluation of the outcomes of the Center's total program including follow-up of trainees placed in jobs to determine the "permanency" of the employment, upward mobility of trainee "graduates" in the labor force, the reduction of incidence of poverty, deliquency, under-education, dependence on Public Welfare, etc., in the community. BCU will also have the responsibility for interpreting its evaluative findings to the CAA and the Employability Center towards the goal of effecting program adaptions relative to evaluative findings.

In-Service Training of Center Personnel

BCU will also be contracted by the CAA to design and conduct a total and on-going in-service training program for all personnel within the CAP. The in-service training program will be a formal training program which will hold training sessions for each group of staff members at least once a month. In-service training sessions will be held at the Center during the evening hours.

BCU will have responsibility for providing specific training in each of the several personnel categories (group work, vocational education, basic education, etc.) but it shall have the additional responsibility of planning the joint training of those segments of the staff whose job functions and responsibilities overlap.

BCU will also plan an in-service training program for all administrative personnel.

The university will also be contracted to study the problems of adequate lines of communication and adequate information feedback to the CAA from the Employability Center, and to design a system which will assure adequate communication between the two. In addition it will have similar responsibility to design appropriate lines of communication between the Employability Center and other program components of the overall CAP service program.

Staff Composition of the Employability Center

1 Center Director
1 Assistant Director
1 Director of Community Relations
1 Supervisor of Teachers (Basic Education)
13 Basic Education Teachers
1 Supervisor of Vocational Educational Teachers
18 Vocational Education Teachers
4 Work Team Instructors
1 Chief Case Worker
9 Case Workers
1 Health and Hygiene Consultant
1 Supervisor of OJT
2 OJT Specialists

1 Employment Director
4 Assistant Employment Specialists
1 State Employment Service Specialist (liaison with Administration)
1 Chief Clerk
1 Office Manager
6 Secretaries
10 Clerk Typists

APPENDIX I

SOME DATA RESOURCES FOR ASSESSING COMMUNITY POVERTY PROBLEM

U.S. Census - 1960

State Employment Service

U.S. Department of Labor, Office of Manpower, Automation and Training, Washington, D.C.

State Department of Public Welfare

Welfare Administration, Department of Health, Education and Welfare, Washington, D.C.

State Department of Education

National Education Association, Washington, D.C.

State Urban Renewal Agency

Federal Housing Administration, Washington, D.C.

State Health Department

President's Committee on Juvenile Delinquency and Youth Crime, Washington, D.C.

APPENDIX II

Community Action Aide: to do the "leg-work" for the community action agency by establishing close relationships with local organizations, churches, schools, civil rights groups.

Housing Service Aide: to help organize neighborhood improvement groups; collect and give out information about available housing; talk to groups about home financing and maintenance; refer tenants to other community services.

Homemaker: to instruct families or single persons in home management; to provide information on existing community resources such as eligibility for welfare or housing; offer companionship and psychological support; escort to community agencies when necessary or provide baby sitting service during appointments.

Child Care Aide: to work in day care centers as aides to administrative and teaching staff -- take attendance, maintain profiles on the children, help with eating and toilet training, help in the educational program under the supervision of the teacher.

Parent Education Aide: to work with parents, increasing their understanding of how their children's performance in school is related to conditions in the home: work with teachers and school administrator helping them understand the nature of the children's home life and cultural styles; participate in individual meetings between parents and the teacher.

Home Service Aide: to help in the home by counseling on various aspects of homemaking, such as buying and preparing food, raising children, sewing, decorating; organize groups of mothers for educational programs in these areas.

Child Service Aide: to work with groups of children in formal and informal settings (homes, backyards, playgrounds) under professional supervision; promote more significant, healthy, recreational activities; free mothers to keep appointments or participate in other rehabilitation programs.

Case Worker Aide: to help the social worker in interviewing clients and families; do administrative work such as maintenance of files and clinic records; collect record materials from other agencies; identify needs of families in the neighborhood and share knowledge of the neighborhood with case worker.

Research Aide: to work in any agency with a research program, including agency self-evaluation; to interview, record observations, collect data and help in technical and interpretive aspects of data analysis.

March 18, 1965

VII. EMPLOYMENT PROGRAMS

C. RURAL EMPLOYMENT

1. Framework for Analysis

WHAT MAJOR STEPS MUST BE TAKEN IN THE PLANNING AND DEVELOPMENT OF AN EMPLOYMENT PROGRAM FOR A RURAL AREA?

A community action program which plans to include an employment effort as one of its major functions, must see that the following responsibilities are met:

-- that new business and industry are developed for the area;
-- that new and expanded public services are developed for the area;
-- that a survey is made of the area's labor pool, or supply of labor; and
-- that a survey is made of all jobs available in the area.

WHY IS THE DEVELOPMENT OF NEW INDUSTRY IMPORTANT TO AN EMPLOYMENT PROGRAM?

To put people to work, an employment program must have a good supply of jobs for the trainees and applicants to fill. The need for new jobs is heightened by the fact that, in many rural areas, jobs are not increasing, but decreasing. The community's poverty program will itself create a number of jobs, but this number ordinarily will be limited compared to the total need. If an industrial development committee or organization already exists in the area, its efforts toward creating jobs should be coordinated with the community action program. An example of such an organization is the River Valley Association, which is chartered by and covers an eight-county area in one Southern State. Such an organization is tailor-made to administer a community action program. It could continue its planning and development activities in an attempt to create jobs in the area and add the other administrative functions to be discussed below.

If such an organization does not exist, it is important that industrial development function be made part of the community action program.

WHY ARE IMPROVED PUBLIC SERVICES IMPORTANT TO AN EMPLOYMENT PROGRAM?

If the rural poor are to be trained for jobs, they must be in good physical condition. Training potential is adversely affected if trainees are hungry, ill-clothed, or ill-housed. Public services related to these problems are usually deficient in rural areas. A community action program, to be effective, must be prepared to overcome these deficiencies through such programs as health education, sanitation, and training in food handling.

WHY MUST THE AREA'S LABOR SUPPLY BE SURVEYED?

Information on available labor often is lacking in rural areas. While it is true that the rural unemployed can go to the State Bureau of Employment Security Regional Office for their area and obtain service, the distances involved and the lack of knowledge about such opportunities generally preclude such action. Consequently, it is not unusual to visit a regional office with jurisdiction over a certain county and discover that virtually no information is on file in regard to the unemployed in the county. It is extremely difficult to plan and develop an employment program and develop jobs for it in a rural area when the planning agency does not know how many unemployed are in the area, does not know where or who they are, or what skill and educational levels they have achieved. Accordingly, a survey of area labor supply may be the first step to be taken in building a community employment program.

WHO COULD HELP IN CONDUCTING THIS SURVEY?

The community Action Program is ideally suited to provide the manpower for labor supply surveys. For example, a form questionnaire could be sent to all rural mail boxes, a check could be made of all persons in the food stamp program who must come by the office once a month. In addition, the radio station and the newspaper might run stories about the survey and print a questionnaire in the paper. Finally, the high schools could allow a project interviewer to interview all students about to enter the labor market. Such a survey can provide needed information at a reasonable cost. This cost would be particularly small if the Comminity Action Program uses services of work-study students, VISTA volunteers, or other community volunteers.

WHY MUST JOB SURVEYS BE CONDUCTED?

Existing means of surveying the number of available jobs in an area are limited. The Bureau of Employment Security lacks resources needed for thorough job surveys. Job availability reports are often based on a sample of large firms which are covered by unemployment insurance, plus a listing of requests by employers. Thus, the lack of knowledge regarding jobs in rural areas is particularly noticeable, inasmuch as there are few large plants covered by unemployment and employers are not accustomed to using the services of the Employment Security Office.

WHO COULD HELP IN PERFORMING THESE SURVEYS?

As with the labor supply survey, most, if not all, of this field work can be performed by work-study students, VISTA, and other volunteers. It requires a door-to-door survey of all business firms, particularly trades and services, as to their demand for workers and their interest in on-the-job trainees. An example of the possibilities of the latter is the survey made by the representatives of the Southern Rural Training Project, who, in a few days, identified more than fifty on-the-job training situations in a few rural counties of a South-eastern state.

WHY SHOULD EMPLOYMENT SERVICES BE INCLUDED IN POVERTY PROGRAMS FOR RURAL AREAS?

Because there are extremely large numbers of undereducated, untrained rural citizens who are floundering in an increasingly industrial world which has less and less need for their services.

The amazing technological revolution in agriculture makes the position of the small farmer more and more precarious. The position of the rural nonfarm person, who is often just one step removed from the farm, frequently is worse. He feels that a nonfarm job is his only employment alternative. On the other hand, he has little or no knowledge of nonfarm opportunities, of agencies which aid individuals in finding jobs, or of what is necessary to make the transition to urban life. Indeed, one reason for this lack of knowledge is the fact that employment services in rural areas are generally very limited and lack staff resources. Finally, if the rural person succeeds in finding his way through the employment maze, he generally discovers that even the diploma from his small rural high school did not prepare him for the types of job opportunities which exist.

WHAT ARE THE FINANCIAL AND EDUCATIONAL HANDICAPS BORNE BY MANY RURAL AMERICANS?

Based on the 1960 Census, of the nearly 9.7 million families with annual incomes of less than $3,000, 4.4 million live in rural areas, 2.0 million are nonfarm and 1.6 million are farm families. This family figure represents a total of about 15.8 million people. In addition to families, there are over 1.6 million unrelated individuals living in rural areas with incomes of less than $1,500 of which about 1.4 million are nonfarm and over 0.2 million are on farms. This gives a total of 17.4 million rural people living in poverty.

It should be noted that rural families have a higher proportion of family heads, about two-thirds, in the older age brackets who are less susceptible to further training and less likely to be readily mobile in their efforts to improve their position. Vocational mobility and, to some extent, geographic mobility are restricted by educational achievements as well as age. Seventy-two per cent of all rural poverty families are headed by persons who have completed 8 years of school or less.

HOW CAN AN EMPLOYMENT PROGRAM HELP THE RURAL POOR?

An employment program can place unemployed and underemployed persons in jobs commensurate with their maximum potential. This requires better use of existing programs, the creation of new programs and new approaches to employment services, including the development of the jobs themselves.

Because three out of four heads of families have not completed more than eight years of school, it is clear that much of the employment program must be directed toward worker training and related activities.

HOW CAN JOB AND TRAINING OPPORTUNITIES AND OTHER EMPLOYMENT SERVICES BEST BE BROUGHT TO THOSE WHO NEED THEM?

First, the employment program must provide some kind of job information center where information can be given on all phases of the Community Action Program and other community services relating to employment.

Second, the employment program must cooperate and seek effective coordination with all community services (in or out of a Community Action Program) that a job applicant might need to consult. These steps are important because the planning and development activities may be wasted if the potential employee does not know of the job or training possibilities. Employers who might utilize the programs must also be informed. A great many of the rural poor do not know where to go for the kind of assistance they need and are not properly informed when they go to the wrong agency. When they are sent from pillar to post, the resulting frustration culminates in a cessation of employment seeking. The fact that personnel of one assistance program often do not know of the existence of another assistance program adds to the problem.

Amazing progress can be made by the simple act of coordinating the programs of all existing agencies. This has been proved by many of the experimental and demonstration training projects. Much of this coordinating work can be done in the job information center by listing available programs, and by making referrals.

WHAT PARTICULAR SERVICES CAN A JOB INFORMATION CENTER PROVIDE?

A job information center can serve as a central clearing house for information on all kinds of assistance related to employment. While it is possible that one agency in the area such as the Employment Security Office might catalog this information, it would probably stretch its financial and staff capacities in doing so. In the case of the rural poor seeking help, a fuller case history may be needed before referral to the proper agency can be made. Further, to help the person seeking assistance to overcome doubts and fears, it would be advisable to have volunteers go with them to the proper agency and stay with them until they are fully processed and in the proper program. Finally, the best assurance that the center will have complete information is to make a list of assistance programs. While it may be possible to make separate lists for employment, education, etc., these services are so related that a complete listing is probably best. Also, local government assistance programs, including the services of the Community Action Program, should be included.

WILL A SINGLE EMPLOYMENT PROGRAM MEET THE NEEDS OF THE RURAL POPULATION IN A GIVEN AREA?

While a single program may be able to meet a variety of employment needs, program planners ought to consider the existence of four major population groups in rural areas, groups which may require different training programs. The four groups are: rural non-farm residents, rural farm residents, mobile rural residents, and hired farm workers.

Examples of programs to help each of these groups are outlined under Section three of this chapter.

IN WHAT WAYS SHOULD AN EMPLOYMENT PROGRAM WORK WITH OTHER SERVICES IN AND OUT OF A COMMUNITY POVERTY PROGRAM?

Coordination with other services is necessarily at many levels in the employment operation. For example, the planning and development function of the Community Action Program, working with community groups on economic development, may disclose the need for certain trained workers. Potential employees exist, but their skills are far from the levels needed. Consequently, the employment and training staff of the Community Action Program might develop and, with community help, obtain approval for an experimental and demonstration training project. This kind of project requires coordination with the county school system, vocational schools, and advisory committees. Efforts should be made to use the service of the Office of Economic Opportunity and community volunteers. Effective manpower training, as discussed elsewhere in this chapter, may involve education, health and welfare, and family services, and may even require day-care centers before mothers can enter a training program.

HOW CAN VOLUNTEER WORKERS BE USED EFFECTIVELY IN THE PROGRAM?

In order to use volunteers properly, there should be a central focal point for determining needs and possibilities, and finally assigning them in the context of the total Community Action Program. This would, of course, include work-study, VISTA, work-training, and other volunteers from the community. Some of these may be a part of a special training adjunct to the program, in which case it makes possible a broader view of the use of volunteers in the special project.

WHAT MAJOR KINDS OF TRAINING MUST BE CARRIED OUT IN A COMMUNITY ACTION PROGRAM?

The program must carry out its primary responsibility of training applicants for jobs. There is a further responsibility of training the program staff, the volunteers, and others who will participate in the operation of the overall community action program.

A frequently neglected need is the training of program staff. Even if the staff is largely professional and has experience in the areas for which it was hired, it may need a certain amount of orientation. In rural projects, this often includes relating a profession or service to the rural enviornment, problems of the particular rural area, habits and customs of rural folk, and rural community development.

WHAT OTHER TRAINING PROGRAMS SHOULD BE CARRIED OUT?

There should be adequate provisions for training:

-- advisory committees, which may need orientation, problem analysis, and training in community development.

-- volunteer workers, who may need training in interviewing, teaching, recruiting, advising, and like skills.

-- poor people, to help them become better equipped to participate in the program.

It is desirable to choose a cross-section sample of the rural poor and conduct training covering such subjects as the world of work, problems of the community, the Economic Opportunity Act and its possibilities, economic development, leadership development and responsibilities, and the role of advisory committees.

VII. EMPLOYMENT PROGRAMS

C. RURAL EMPLOYMENT

2. Model

Almost without exception, broad-based community groups, Office of Manpower Automation and Training (OMAT) experimental and demonstration projects, Department of Agriculture Rural Area Development (RAD) committees and others have as their basic objective the economic development of the community. This assumes a creation of jobs and qualified employees to fill them, however, it is increasingly clear that a great deal of training is necessary before potential employees are qualified for jobs that are developing.

Experience has shown that the training component must come early in a community program, for citizens and organizations get discouraged and lose their enthusiasm unless they see action and results. This need for action and training is even more acute in rural areas.

In view of the primacy of the manpower training component in community programs, four models are presented below.

Manpower training programs for rural areas need to be designed for the major types of poverty populations found in such areas and must take into account such special characteristics as declining population, particularized employment activity, widely-dispersed job opportunities, and distances involved in transporting trainees and services. The urgently needed training resources are often inadequate or entirely absent; community schools, service facilities and utilities are poor, and medical service is scarce. However, special arrangements, careful planning and wise use of funds can result in a training effort for rural residents that is rewarding in terms of human accomplishment and the economic investment required.

Types of Rural Poverty

For training purposes rural residents may be considered in four separate groups. Model training programs can then be designed with emphasis on serving the special needs of each group.

Rural non-farm. The data indicate that about 1.75 million heads of these families -- more than three out of five -- are in a vicious cycle of poverty. Thus, they would be expected to have little geographic or vocational ability because of their age (over 45) and educational achievement (eight years or less). This group lacks the food and other resources of farm residents and the need for cash income from their labor is perhaps more pressing. Thus, all the possible vocational training potential of this group must be exploited.

Rural farm. About one million heads of poverty farm families (over 45 years of age and having eight years or less schooling) found themselves engulfed in a vicious cycle of poverty. They are in need of farm management training and other assistance aimed at helping them in place.

Mobile rural residents. In each of the above groups there is a number of residents who, because of their younger age, may be considered to have more vocational geographic mobility than others. There are 548,000 heads of poverty rural nonfarm families and 261,000 heads of poverty farm families under 45 years of age with eight years or less education.

Hired farm workers. Approximately 2.6 million households in the United States had at least one of the 3.6 million different persons who did some farm wage work in 1962. The incidence of poverty was 56 per cent among hired farm workers' households, 2.4 times as high as among households of nonfarm laborers. The incidence was particularly high among nonwhite migratory families. The situation for hired farm workers is becoming increasingly worse as mechanization increases.

Model Training Program For Rural Nonfarm Residents

1. Introduction to training program for rural nonfarm residents. (One typical development association will be used for purposes of illustration).
   The association had its Human Resource Committee (composed of local citizens) study the plight of the areas unemployed, underemployed and under-educated rural residents. Preliminary investigation revealed large numbers of untrained rural nonfarm residents with six years or less education who were migrating from the area in search of jobs. At the same time, employers in the area were bringing in trained workers from outside the area to fill existing jobs. The committee's investigation indicated that a period of basic education in communication skills, followed by on-the-job training, would enable these rural hard-core residents to obtain jobs in the area, reduce their migration and assist in the development of the region.

The association, facing the problem of having to cope with relatively large numbers of potential workers in need of training, did not have the resources and experience to provide the needed training, but could recruit the trainees and assist in finding jobs for them. By inviting the participation of a local college, it permited one centrally located organization to provide the training and related professional services to several groups of trainees in separate geographic locations. In turn, the association, working with the college, was able to make use of its established contacts with the public and private welfare, agricultural, employment, civic, religious, industrial development and educational organizations to help assure the success of the training program from recruitment through job placement. Total involvement of the community was assured.

The training program. This model would join for training purposes the educational and management resources of a sponsoring multi-purpose college with the recruitment and job placement capabilities, local know-how and support of the cooperating multi-county Community Action Program Organization. Under this cooperative arrangement, the community finds, tests, motivates and trains unemployed or underemployed, functionally illiterate rural nonfarm residents who are to be placed in area jobs. Training programs -- from 16 to 32 weeks -- and related testing and guidance services will seek to provide an optimum matching of individual trainee background, experience, interest and aptitude with training and eventual job placement.

The college will direct project operations with a College Coordinator, a Director and a Project Historian who will assist project evaluation. Consultants will be used, as needed, in special areas. Local training centers in abandoned schools will provide offices and classrooms. The Assistant Project Directors in each training area will supervise Basic Education Teachers, On-the-Job Training Specialists, Guidance Counselors, Local Project Coordinators and Citizen Volunteers. The Local Project Coordinators are volunteers receiving only expense money. Each Coordinator recruits ten other Volunteers who serve without pay. Each Volunteer, possibly aided by the Coordinator, recruits one Trainee. Thus, each unit is composed of one Coordinator, ten Volunteers and ten Trainees. All of the Volunteers serve throughout the project.

The basic education phase is divided into three parts--communication skills, mathematical skills and related skills which include citizenship training, health education and job preparation. There will be one teacher and two teaching assistants per twenty trainees.

During the basic education training phase, information is collected on the interests and job potential of each trainee in order to place him in the most appropriate available on-the-job situation. The On-The-Job Specialists, the local Project Coordinators and Volunteers, working with the Assistant Project Director, will help identify the On-The-Job Training situations. Actual job training begins with the initial On-The-Job Training assignment for each group of trainees. Job training is supervised by OJT Specialists on the college staff, who also assist in the development of OJT situations.

For each training group, the building used for the basic education phase will serve as a resource center for the trainees throughout the OJT phase, as well as the follow-up and job placement period. Individual testing and extra-curricular instruction will continue to be carried out at this center, and will be the point of contact for all the supportive services for trainees.

Basic education may end in eight weeks but can continue for a total of 24 weeks; and, depending upon the time spent in basic education, the on-the-job training can also range from eight to twenty-four weeks. The full supportive services of the local project staff continue throughout the OJT and into the job placement activities for a follow-up period of four weeks. Indefinite follow-up will be continued by the Volunteers.

Justification. This model is designed to bring together in a close working relationship all the public, private and civic organizations in the project area that are or should be involved in the social and economic rehabilitation of the trainees. This broad scale inter-organization type of coordination is made possible by the involvement in the project of the volunteer-citizen organization and its established network of contacts and working relationships.

Model Training Program For Rural Farm Residents

Introduction to training program for rural farm residents. State College, located in a rural area of the South Central United States, conducted a survey of the rural farm residents in the 17 county areas surrounding the college. It found that all of the counties had a large rural nonwhite appallingly poor population, alarmingly under-educated and increasingly restricted on farms that could become more productive with increased management skills. Thousands of small farmers in the area are "trapped" on their farms because age and educational limitations. These limitations preclude their selection for regular training programs and, even if selected and given limited training, virtually eliminate the possibility of obtaining jobs. Their rural roots are such that mobility and adjustment to urban living are not reasonable alternatives. Finally, illiteracy and years of exclusion from community action organizations have insulted them against the knowledge of the potential for self-improvement and economic progress through cooperative community action programs. They cannot be brought out--they must be assisted in place.

The training program. This plan mobilizes all the appropriate resources of the college to provide manpower training services to farm residents, to help them improve their standard of living and aid in the development of their farm communities. Spearheaded by the local Community Action Agency and the college's Division of Agriculture with the assistance of other agricultural and community agencies, this project is designed to improve the lot of the low income, under-educated farmer who desires to stay on his farm and who has little, if any, opportunity to make a change to urban living. The training program is designed to raise the educational level and improve the farm management skills of the trainees and to motivate and assist them and their families to secure all applicable public health, welfare and social services to which they are entitled. Also, the necessary guidance and assistance would be provided to assure that the trainees and their neighbors in similar circumstances gain full participation in the wide variety of federal, state and other agricultural assistance programs for which they are eligible.

The school administers the project through a Director and an Assistant Director. A Project Historian assists in project evaluation, and consultants are engaged for specialized problems. Counselors are involved in recruitment and selection of trainees, testing, counseling trainees and their families and play a major role in the development of the community work-study groups with emphasis upon the identification, development and motivation of community leaders. The Farm Management Instructors aid with recruitment, make regular farm visits, prepare farm survey forms, appraise all trainee farms and assist the trainees in the preparation of farm plans. They provide classroom instruction in farm management, on-the-farm instruction and supervision, conduct a continu evaluation of each trainee and assist him in obtaining loans and services from agricultural agencies. The suggested instructor-trainee ratio is one to 15.

The training program includes literacy education, farm management, leadership development, cultural enlightenment, progressive area improvements, community opportunities and resources and supervised on-the-farm training. Instruction is divided into two periods due to the seasonal nature of the agricultural industry.

The phase taking place during the slow season includes intensive institutional instruction. The trainees are organized into community work-study groups which meet five nights a week. Eighty minutes each night are devoted to literacy training and 160 minutes to farm management. In addition, each trainee is visited at least once each week on his farm by an instructor.

During the busy farming season, trainee groups, based on geographical feasibility, meet together three nights a week for four hours in a community center. One hundred sixty minutes of these four hour sessions are devoted to farm management training and eighty minutes to literacy training. During this phase, each **trainee** is visited by an instructor at least twice each week on his farm. The trainees' on-the-farm work is closely supervised by the farm management specialists to assure that the individually developed farm plans are followed in detail and that the agricultural practices employed are the most advanced as determined by the latest scientific research.

Justification. This project will develop the educational proficiencies,sharpen the skills and extend the knowledge of scientific farming and farm management of the farmer trainees and enable them to make the best possible use of their farm resources. It will provide the understanding and experience required for the farmer trainee to secure and maintain his and his neighbors' participation in community social welfare programs and to utilize services of the agricultural agencies and community development programs to the extent that they will be able to sustain continued improvement in their standard of living. This project will also contribute to the development of knowledge for improving the effectiveness of assistance programs applicable to this segment of our farm population.

Model Training Program For Mobile Rural Residents

Introduction to training program for mobile rural residents. This model provides a variety of training opportunities to the younger rural residents, both farm and nonfarm, who are in a position to advance economically and socially because of their potentially longer work span and their relative freedom of movement once they receive vocational training. These potential trainees may have moved to a metropolitan city or else are marooned in a rural area. Many of these persons are not known to the Employment Service and are not likely to be selected for training. They are unskilled in urban ways of life, perhaps proficient in the woods, swamps, rivers and lakes, but without a salable ability to work at a job in any trade or service occupation. Unless special efforts are made to identify, train and place in jobs those who have moved to the city or need to move to avoid stagnating in economically depressed rural areas, the future economic status of this group will not be elevated and the problem they create will multiply.

The training program. This model establishes a working relationship between a well equipped and staffed central training institution and an area-wide advisory committee and its local advisory councils of citizens in each county, in order to provide complete manpower services to the younger under-educated, unemployed and underemployed rural trainees. After potential trainees in this group have been identified and recruited, they will be screened and throughly tested, including complete physical, dental and optical examinations. On the basis of the selection process, the trainees will be referred to one of the following:

Placement on jobs. Through cooperation of the center, the Employment Service and the local advisory councils, those persons found eligible will be placed on jobs for which they qualify either in the city or in their home community.

Placement in regular MDTA training. The results and interviews may indicate that some trainees can be placed in existing MDTA classes.

Placement in special training. Those needing specialized training and assistance can be enrolled at the center on a residence or commuting basis in individualized programs of remedial and literacy education, orientation to the urban world of work and vocational training. Volunteers will help integrate the trainees into the training experience and function as volunteer tutors to supplement the formal eight hour-a-day instruction. In the case of residential training at a university, regular university students will serve as "big brothers" to the disadvantaged trainees. For those commuting daily to and from a training center, a volunteer in their home county will, in effect, adopt the trainee. In both cases, the volunteers will be available daily for advise and counsel to the trainees.

Placement in on-the-job training. Existing and potential on-the-job training situations will be carefully screened for those not placed in other training or on jobs.

Referral to remedial organizations. The training center staff working in cooperation with available public and private welfare and social agencies with particular emphasis on rehabilitation centers, and also enlisting the effort of the local advisory councils, will see that trainees utilize all available assistance to overcome individual handicaps.

The professional staff at the training center -- in addition to the Director, Vocational Instructors and Historian -- consists of a number of coordinators in specialized fields.

A health service coordinator will arrange for complete physical examination and needed therapy.

A social service coordinator will be responsible for the trainee supportive services and will supervise the guidance counselors.

A coordinator of occupational training will serve as resource consultant for all institutions and will assist in curriculum adjustments.

A coordinator of job development and placement will supervise the work of the OJT specialist and job developers.

A county coordinator of local manpower centers will work with the area-wide advisory committee as well as supervise the local county coordinator on the center staff.

In the region served at the local level, there will be community action directed by a center specialist, coordinated in each county by a local resident and staffed by local volunteers. These will be trained in workshops both at the center and in their home areas to assist with family counseling, "go-with" help for persons referred to other agencies, subsequent follow-up and recruitment of tutors to help rural unemployed not selected for residential training. The intention is to encourage local efforts to create effective manpower centers which will include literacy training where needed in each county of the region served. These county centers would use the resources of the Employment Service and make use of the present programs of other public and private agencies and would have new help from concerned professional, fraternal, social, business, labor, civic, farm and religious groups.

Justification. This project is especially germane, not only to the pruposes of the Manpower Program, but also to the general war on poverty by stressing the central importance of citizen involvement in planning and acting against the causes of poverty.

It also involves a training center with local groups directing remedial training for disadvantaged but opportunity-oriented rural residents unqualified for any other job-getting or job-learning situation.

Finally, the project provides for a complete assessment, both physical and mental, of potential trainees and is thus comprehensive in its effort to supply the required training and supportive and referral agencies needed to provide job opportunities.

Model Training Program For Hired Farm Workers

This model is based on an experimental and demonstration training project developed by an Institute of Human Relations and a rural Southern Training Project. The Institute had served as the contractor for an Area Redevelopment Administration farm equipment vocational training program and, based on this experience, included training for farm workers, who were unemployed or about to be technologically displaced, as part of a broad experimental project.

The situation is typical of many technologically induced problems in agriculture. Sugar cane cutters are being replaced rapidly by harvesting machines, tractors, and loaders. Some workers are unemployed and others are struggling under the handicap of illiteracy in learning how to operate this equipment. Employers are distraught, for the substandard qualifications of the workers make operating expenses exorbitant. For example, the cost of maintenance each year for one harvesting machine has been estimated to exceed $3,000. Many instances have been reported of costly damage to machinery due to the operator's inability to read and understand panel gauges. Further, these low literacy levels generally prevent the performance of minor repairs by the driver and often result in major accidents.

The training program. Despite the number of potential trainees, it is still necessary to utilize the full resources of the community -- in addition to professional assistance -- in a formal recruitment program. In the Institute, for example, the local economic development organization, plantation owners, church leaders, and the sugar workers union combined their efforts in assistance to the recruitment program. Interviewing, testing, and selection procedures are developed by the Departments of Education, Psychology, and Sociology of the university.

The training program contains six major parts which might well serve as a model in similar situations. They are:

Basic Education. Experience has indicated that for trainees with less than a sixth grade literacy level, the amount of time devoted to basic education should be equal to vocational training. Approximately two-thirds of this program is devoted to communication and number skills, one-third to general cultural orientation and practical information. Included in the latter are history, current events, civics, basic science, consumer education, home and family care and health.

Vocational training. Approximately two-thirds of the time is devoted to maintenance of equipment, one-third for equipment operation and Sugar Cane Agronomy. Outstanding features of the program are lectures by manufacturers representatives of the equipment used and tours of plantations, sugar mills, and machine shops where equipment is manufactured and repaired.

Past experience had indicated that trainees with low levels of literacy lack confidence and have little opportunity to exercise initiative. To overcome this problem each trainee actively participates in regular problem-solving discussions on subjects relevant to him. The sharing of responsibility for the problem solutions will develop their decisiveness, judgment and reliability.

Placement development. The unusual demand for trained workers in this skill makes possible the unique advantage of obtaining jobs for the workers while they are still in training. The law allows 20 hours a week of part-time work. This approach should result in each trainee stepping into full-time positions at the completion of his training.

Community relations. In order to promote broad community support for similar programs in the future and to unite the local leadership for initiation of such programs, a Community Advisory Board is developed, and a newsletter sent out periodically to other interested community residents. In addition, community support is developed by utilizing equipment dealers and plantation owners as spot lecturers on specialized topics.

Follow-up. A formalized follow-up period of three months is established in order to assist in problems encountered on the job, to gather data on the effects of the program and to promote subsequent training programs for similarly disadvantaged people. The follow-up period is formally closed with a symposium on the campus, bringing together all persons directly or indirectly involved in the program as well as community leaders, educators and public officials from a one or two state area. In this way, the experience gained can be passed on for immediate utilization over a wide geographical area.

Justification. Not only will such a program provide jobs for unemployed persons with low literacy levels, but experience indicates that their wages can increase from 50 to 80 per cent. The problems of plantation owners based on lack of skilled workers is also reduced.

The community is more stable in that there will be decreased "out migration", reduction in social problems which accompany unemployment and general economic growth resulting from increased consumer buying power.

Most important, it helps isolated, economically and culturally deprived rural people turn the additional threats associated with rapid technological advance into opportunities for steady employment and full participation in the growth of their community.

March 18, 1965

VII. EMPLOYMENT PROGRAMS

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VIII. PROGRAMS FOR THE AGING

A. EMPLOYMENT COUNSELING FOR PERSONS OVER 60

3. Program Example

Middletown - with a total population of 250,000 - has more than 30,000 persons over 60 years of age and 23,000 over 65 years of age, 5,000 of whom are non-white. Of those over 65, more than 13,000 are living in conditions of poverty in accordance with the current local definition; 2,500 are receiving old-age assistance with an average pension of $58 per month, and 15,000 are receiving old-age and survivors insurance benefits with an average of $71 per month. An estimated 8,000 persons over 65 are not currently receiving Social Security benefits. Many of these need only one or two quarters of covered employment to be eligible.

The older group is not homogeneous. There are many who are mobile, active, well, and not severely limited by disability; others are feeble, isolated, and severely limited by disability. Between these extremes is a marginal group. This plan is designed to reduce poverty in the first group. The other groups must be planned for through other programs.

Rationale and Justification

A significant proportion of those who are currently able to perform work, and are interested in and in need of work, have incomes drastically below a subsistence level ($2,500 for couples, $1,800 for single persons). Many of these can, with suitable counseling, placement and other services, secure either part-time or full-time employment and thus earn needed supplemental income.

Within the group are varied skills-accountants, babysitters, bookkeepers, cafeteria workers, caretakers, credit men, drivers, elevator operators, engineers, handymen, homemakers, insurance salesmen, linguists, nurses, painters, PBX operators, receptionists, residence managers, sales people, tailors, teachers, and typists.

Preliminary surveys and inquiries indicate good potential for creating opportunities for job placement. These opportunities appear in Government, private business, institutions (homes, schools, hospitals, hotels, motels, banks, churches, welfare departments, museums) and the professions.

While this project places principal emphasis on increasing income, other benefits to be derived from useful employment are of major consequence. These include a sense of achievement, a feeling of belonging, maintenance of morale, and personal dignity, self-respect, and independence.

The project was developed with the advice of representatives of a large number of organizations and agencies within the city. The Health and Welfare Council, the city Departments of Welfare, Adult Education, Health, Recreation, Housing Authority, and a number of persons from the aged group--including some in the target group--were significantly involved in the planning, as was the local community action agency. The Middletown office of the state employment service, and the city and state commissions on aging worked continuously and intimately with the planning group. The general design of the project is based on the successful experience of similar programs in other cities, especially those of Baltimore, Md. and of Arlington, Va.

An indication of the potential of this proposal is found in the experience of these two cities. In Arlington, with a staff of one dedicated, full-time counselor, placements have averaged 250 per year. In its first seven months of operation with a small staff of volunteers, the Baltimore service received 873 applications for jobs and made 248 placements. In both cities, job orders have exceeded expectations, with demands for certain workers being larger than the supply.

While these endeavors have been staffed by volunteers and may have placed the more employable, Middletown felt a combination of paid employment and voluntary services would increase the effectiveness of such services and assure their continuation. It also expected that a number of people who could not otherwise offer to serve could do so if some compensation were offered. Further, a number of people on this small staff come from the target population--that is, those with very limited incomes falling below the poverty level--and need a salary to live on.

The Over 60 Employment and Counseling Service of Middletown anticipates receiving from 1,200 to 1,500 applications and making job placements of from 400 to 500 persons in its first year of operation. This record should be slightly improved during the second year of the project.

Description of the Program

Services provided by the Over 60 Employment and Counseling Service of Middletown, Inc., chartered as a private, non-profit corporation under the laws of the state, are operated by a board of 25 members composed of representatives of employers, organized labor, clergy, service clubs, women's clubs and other persons themselves.

In addition, there are members from the following city departments: Welfare, Education, Health, Recreation, Housing Authority, the City Commission on Aging, and a representative from the community action agency.

The agency maintains an office centrally located and easily accessible by common carrier. It is open on a full-time basis five days a week, and is adequately staffed by professional and other workers to perform the services needed to achieve the project objectives, including:

-- Counsel with persons over 60 who are interested in and need employment, determine their aptitude, interest, ability and employment potential. Preference is given to those with greatest economic need.

-- Develop job opportunities for persons over 60 through employer contact, business and industry surveys, and public information programs.

-- Make appropriate referrals and direct placements on specific job orders after carefully matching the job requirements and applicant qualifications.

-- Develop new categories of employment, such as small cooperative ventures in home services and repairs.

-- Channel the talent, skills, and energies of capable older citizens toward meeting the needs within the community and toward its general improvement- which may be promoted by volunteer efforts.

Elements and Their Justification

Although the office can be most effective if it is a full functioning office-including counseling, application taking, and job development-the order of priority should be as follows:

-- The most significant contribution to the unemployed older person is referral and placement on specific job orders.

-- The counseling of applicants in relation to employment potential is the next most important service. To the extent that other agencies, including the employment service, find it possible to determine vocational objectives or the appropriate occupations in which these persons can be placed, the contribution of the "60+" services will be mainly to attempt to develop job opportunities and make placements where the employment service and other agencies may have failed to make these more difficult placements.

-- The next priority element is job development. If it should become possible to obtain an adequate number of job openings through the public employment service and through other agencies such as Governmental and nonprofit institutions, the service might not spend as much of its time in job development as it otherwise would. However, if no other agency makes a special and sustained effort for the placement of persons over 60, then this particular function could well be the most significant contribution that the "60+" agency can make.

-- The development of new categories of employment, such as cooperative ventures mentioned above, is low in order of priority, in that it is not likely to supply as dependable or high a level of income as other types of jobs. Also it involves a good deal of staff time for the amount of employment it may furnish. On the other hand, this could be so organized that the home services and repairs could be of great value in terms of money savings to the poor in the peopulation which is served.

--- The last category in order of priority is the referral of persons for volunteer services. Since this will not contribute to their income, it is not essential as the other activities. However, it will make a contribution in terms of civic participation, and of benefits other than income ordinarily associated with employment, such as the feeling of usefulness.

Linkages

The linkage among the elements has been described above. The Middletown Community Action Agency is developing a comprehensive anti-poverty program including neighborhood centers. It is the intent of the Over 60 Employment and Counseling Service of Middletown, Inc., to integrate and coordinate its operation with a larger community effort in every way possible. All services will be complementary or supplemental, and deuplication will be carefully avoided. Regular and frequent contact will be maintained by the directors of the two agencies. It is apparent that among the applicants coming to the service for employment there will be many who will need other types of help, such as health and medical care, economic aid, work experience, or training prior to placement. There will be many others for whom it will be determined that employment is not really feasible. These, too, will be referred for the necessary services to other agencies, particularly those functioning under the Economic Opportunity Act.

Relationship With On-going Agencies

Full and continuous liaison with the Middletown Office of the State Employment Service is maintained and maximum use is made of their information and services. The services of each agency are used to supplement those of the other. However, it has been determined that the public employment service is not in a position-because of its other obligations to younger workers and to those whose opportunities for employment are better and whose skills are in more demand- to provide adequate services to the target group.

The resources of the Manpower Development and Training Act are also used. Selected applicants are referred to the appropriate educational agencies for needed training. It is anticipated that some specific additional training courses will be developed as needs are uncovered by the service.

Full liaison and interchange of information are maintained with the Middletown Office of the State Vocational Rehabilitation Agency. Appropriate referrals are made by each.

Evaluation

Two evaluation methods are planned. An internal evaluation will be made by staff and volunteers by comparing data on individuals obtained upon in-take with data on the same individuals obtained at regular intervals after intake and after placement in employment. Included will be such factors as income, regularity of employment, and attitudes. An evaluation by outside experts will be made by the advisory board with the assistance of the manager and staff of the local employment office. This evaluation will include such comparisons as those between the individuals placed and those not placed, between the kinds of job obtained for persons using this service and those for persons of like age placed by the employment service or by other agencies.

Involvement of Residents

The staff, both paid and volunteer, will be recruited from those in the area whose incomes are at or below the poverty level for the most part and who have the qualifications to perform the activities required. A number of the poor older people in the area will be represented on the board, widely representative of the community and including membership from the group to be served and from the various organizations and agencies with primary concern and interest. There is an advisory panel of 15 persons to assist the board. It will be apponted by a committee consisting of the director of the project, a representative of the mayor and the director of the Middletown Community Action Agency. This panel includes all adult age groups, both men and women, as well as the professional community and the business community. It will be utilized to assess the needs of the target population for the development of programs and for evaluation of accomplishments. Reimbursement to panel members will be limited to out-of-pocket expenses including transportation and meals. Five members of the panel represent the target population, the elderly poor.

Staff and Costs

The Over 60 Employment and Counseling Service has the following paid staff: a half-time director, one full-time secretary or clerical worker, and four or more part-time employment officers who are compensated at the rate of about $1.50 an hour. Additional volunteers contribute their services, but they are compensated for meals and transportation. The director is responsible for the overall supervision of the program and serves as executive secretary of the board. He selects staff and assigns duties to the staff. He plans and supervises the continuing internal evaluation of program operation and recommends needed changes. The counselors are responsible for accepting applications from and interviewing and counseling the persons interested in employment; accepting job orders from employers; making employer contacts to develop job opportunities; working with appropriate representatives and cooperating agencies; developing program and serving individual clients; and assisting the director in program promotions, preparation of informational materials, making speeches, etc.

Cost

Personnel		
Director (1), half-time		$ 4,500
Clerk (1), full-time		3,600
Counselors (4), half-time		6,000
Consultation (20 man-days)		1,000
Hourly help at $1.25 per hour		875
	Subtotal:	$ 15,975
Travel--Travel of counselors and board members using milage or public transportation		$ 1,000
Rent		$ 1,500
Miscellaneous		
Equipment		$ 1,200
Communications and postage		600
Consumable supplies		250
Printing		500
	Subtotal:	$ 2,550
	TOTAL:	$ 21,025

Of the total budget costs, two counselors and the secretary were recruited from persons falling within the defined poverty level. The projected grand total ($21,025) represents less than $50 per placement. The costs can also be projected as an average of less than $20 per person served (all applicants), including those not placed.

March 18, 1965

VIII. PROGRAMS FOR THE AGING

B. NEIGHBORHOOD DAY ROOMS FOR SENIORS

3. Program Example

County Town is a marketing center of 8,000 people for the ranchers and farmers in the several adjoining counties. As farm size has increased and our population has grown older, County Town has experienced an influx of rural families and a rising percentage of senior citizens in all economic classifications. A survey showed that over one-third of the senior citizens (age 65 and more) lived below the $3,000 per couple or $1,800 per single person level, and that 309 of them were receiving old-age assistance from the County Welfare Department. At least one-half had a high school education and 15 had completed some college work. Many, however, had very limited schooling.

A substantial number of persons in the older worker age group were unemployed; some at age 50 had been retired (often involuntarily) on marginal incomes. Only one-third of the elderly lived with relatives.

County Town has a history of concern and interest in senior citizens. The senior citizens council grew from state-wide efforts and studies in 1959 through 1961 as part of the White House Conference on Aging. Through the stimulation of the County Town Interagency Council, 125 public housing units were constructed in 1962. A fourth of these units were reserved for-and have been occupied by-senior citizens.

Last year the Council, with financial support from the Junior League and the donation of the former Bishopric by the Episcopal Church, started the County Town Senior Activity Center. The Center is governed by a Board composed of members representing the Council, YMCA, City Recreation Department, Episcopal Church, Catholic Church, Lions Club and other community agencies and groups. The Center is staffed by a professionally trained director whose salary is paid from a fund contributed by the YMCA and the City Recreation Department.

Until recently, major efforts in County Town had been primarily directed toward the elderly in high income brackets. Recent review of the status of aging in County Town led members of the Council, as well as the Center Board, to concentrate more work on the segment of older population in the low income brackets.

Rationale and Justification

An informal study of the target population revealed that half the current recipients of old age assistance and about 300 other older people who were potential recipients were deprived of decent surroundings in which to sit, read, or play cards, and that many of them were "Roomers" in a dark, bare room in someone else's house. They had inadequate facilities for recreation or nourishing meals, and little social contact with others of their own cultural background. About one-fourth of those who lived with relatives were thought to be unable to "look after" themselves properly for a whole day. Consequently, the daughter or other relatives providing care were not free to look for employment to supplement the low family income.

The County Town project sought to alleviate some of these situations. Neighborhood Day Rooms were organized so that one-third of the older people could come one day a week. The participants in the Neighborhood Day Rooms, because of the nature of the neighborhoods, served to "mix" those of better education and cultural background with those who had been deprived of these advantages. The former were encouraged to be helpful to the latter to stimulate the growth of untapped potentials for living and well-being.

The rent for the downstairs portion of the homes leased for Neighborhood Day Rooms supplemented the income of the four owners - all of whom were low income elderly, left with large houses in a deteriorating neighborhood.

Description of Programs

This project was designed to answer some of the problems already discussed through the establishment of small, informal "Neighborhood Day Rooms" for senior citizens (For this program a senior citizen would be defined as age 50 or over.) These operate as satellites of the larger more organized senior center. They are located in areas where the low-income senior citizens reside and near the pockets of senior citizens--older homes and apartments, converted small hotels, the public housing units.

These day rooms offer senior citizens in the neighborhood a place to meet, a place to visit with other older people, a place to secure encouragement, a place to get help with minor living problems, a place to read and play cards, and a place for a periodic light and nutritious noon lunch.

Each Day Room has facilities for about 15, and as demand grows County Town plans more space. At the beginning, County Town limited most participants to one day per week or two half days per week as prefered by each senior citizen, with the exception that as many as one-third of the participants in each day room would be allowed daily use of the facilities if such regular participation enabled another person to become employed. The Day Room will provide a point of contact and assist senior citizens in various ways during the day. Others desiring to participate more often will be encouraged to join the programs at the Senior Center.

Generally, participants are well. Older persons with richer educational and cultural backgrounds will be encouraged to take increasing responsibilities and greater leadership in the program. They will be expected to be closer compansions to the not-so-well educated in order to encourage the latter to reach potentials which may have never been realized in earlier days.

Administration and Management

Each Day Center is managed by a full-time director recruited from the group of younger senior citizens and trained by the center staff. He is assisted by six Assistant Directors. Some of these are volunteers. Others are paid six days a week for three and one-half hours at $1.25 per hour. The councils were organized and in operation before final plans for the Day Rooms locations in the neighborhood were made. Older people are those involved in the entire project.

Owners of the leased homes were encouraged to remain in them. The Day Rooms are open from about 7:30 a.m. to 5:30 p.m. daily except Sunday. To spread the effect of this program as widely as possible, assistant directors and youth aides are employed on a part-time basis, usually for three hour shifts. This enables older persons on Social Security to be paid, without exceeding the $100 per month outside income limit.

Each Day Room employs six youth aides from the work training program, requested in the County Town project. Each youth aide works three hours per day at such tasks as kitchen clean-up, light lunch preparation, reading to those with visual difficulties, companion on walks, errands and personal business calls, helper to directors and assistants in Day Rooms activities, making minor repairs and adjustments, and janitorial services.

Duties of the Youth Aides are related to their objectives in the work training program. Elements of such things as punctuality, proper work habits, and communications will be covered.

The senior citizens are expected to contribute to the growth of the Youth Aides in their basic knowledge, their motivation, and their expectations. For example, a Youth Aide can receive help and encouragement in gaining reading skills through accepting responsibility for reading to an older person.

Criteria for an adequate day room were developed by the Council and the Center Board and Staff. The County Town Health and Welfare Departments took part in this planning to insure that proper standards and legal requirements were met. The City Planning Department and the City Attorney were consulted and helped work out the zoning and other legal requirements.

The Criteria are:

- -- Day rooms should be home-like to foster feelings of informality and flexibility.
- -- The Day Room should have relatively easy entrance and exit (few steps, space for building a ramp, preferably door wide for an occasional wheel chair).
- -- Each should have a kitchen large enough to prepare a simple menu for 15 to 20 people.
- -- An outside porch or patio is desirable (but not essential).
- -- Restrooms should be on the same floor.
- -- In addition to a large living room, a small den or study is desirable.
- -- A small staff room for individual conferences and minor office work is desirable.

The first step in the project will be rental of rooms and modernization of facilities (bath & kitchen to meet the above criteria).

Expectation and Justification of Over-All Project

County Town hopes to accomplish the following objectives:

- -- To develop facilities and situations which will prevent or reduce impoverishment of persons 50 and older.
- -- To provide an organized opportunity for youth to acquire work habits and responsibilities which will better equip them for the labor market.
- -- To help youth become more closely oriented toward living for the future, and not so entirely in the present.
- -- To reduce poverty by increasing employability through freeing members of families burdened with the care of older members in the home during the day.

-- To reduce impoverishment of older people by training and employing them part-time in the care of other older people, and providing an environment offering access to marketing information, good budget practices, and social stimulation of incentives toward taking better care of themselves and their limited resources.

Evaluation

A nine-member Board of Review, meeting monthly, will evaluate the project and constantly review program achievements and client reaction. On this Board are four representatives from the target area, three from community at large, and three professionals from agencies. Members are appointed by the mayor in consultation with the County Town Senior Citizens Council.

An annual assessment will be made, using data on:

-- Number and characteristics of persons using day room.

-- Number of noon meals served.

-- Number of relatives released for employment.

-- Amount of income supplements to participants and the effect on recipients' total income.

-- Number of youth aides used and the incidence of improved performance in their Day Room, as well as their school work or social relations.

Involvement of Residents

Residents of the target area help decide policy and program activities in each of the four Day Rooms. All paid employees, with the possible exception of the director, are from the target area and in need of pay to bring the individual or family income to at least the maximum poverty level figure. In addition, residents constitute one-third of the Board of Review. The wishes and expressed needs of the participants also are considered on a continuing basis by the staff and director.

The County Town Senior Citizens Project is part of the local community action program. The resources of the community action program have been helpful in the planning of the Program. There is a close working relationship between the community action program Staff and the Neighborhood Councils for the Day Rooms.

March 18, 1965

VIII. PROGRAM FOR THE AGING

C. RURAL PROGRAMS

3. Program Example

The project is designed to alleviate poverty and its effects among the elderly in a rural county with a population of 24,000--of which 3,600 are over 65 years of age. Half of the elderly are estimated to have an annual cash income of between $1,000 and $2,000. Twenty-seven per cent have less than $1,000, and three per cent have no cash income at all. One-fourth of the people over 65 are receiving Old-Age Assistance. The average monthly Old-Age Assistance payment in the county is $52. The median family income in the county is $3,064.

The county, covering about 3,000 square miles, is the second poorest county in the state.

There are six villages in the county, the county seat of 1,800 and the others ranging in population from 96 to 500. The remainder is unfertile land, dotted with lakes and swampy bogs. Its natural resources have been depleted. The younger people have moved away. The older people who remain not only have low incomes, but many have inadequate housing. Two-thirds live in the six villages. Others live in the country, often in isolation.

The county has a limited tax base, and practically no industry, and only one-third of its land is privately owned.

The county has a welfare department with a director and two social workers. The county health unit consists of one public health nurse, who confines her activities primarily to the schools, and a local physician who gives only a few hours a week to coroner duties and other emergencies.

There is a hospital with a 44-bed nursing home. Costs are relatively high. The only medical assistance is medical vendor payments to recipients of Old-Age Assistance.

The County Commission on Aging is a legally-constituted body, organized in 1959 and closely related to the County Welfare Department. In the past six years a Senior Center at the county seat has been built in a church basement. For the sum of $5,000 raised by nickels and dimes, the Commission remodeled, furnished, and equipped the building as an activity center. On six afternoons a week, a program of recreational, social, and educational activities is carried on by volunteers. The only paid worker is a hostessreceptionist. Her $100-a-month salary is paid by the Welfare Department. The Commission also attempts to sponsor periodic recreational and activity programs in some of the other villages.

In this county the percentage of older people is half again as high as the national percentage. Poverty among the elderly is greater than the national average. Here 25 per cent of the elderly are on Old-Age Assistance. The national average runs 12 to 13 per cent.

The possibilities for earning supplementary income are few. The need for better nutrition, health services, and aids to independent living are great. Elements of this project will serve to prevent ill health, aid independent living, and alleviate the effects of a poverty-level income among more than half the county population.

The County Commission on Aging is the group concerned with the elderly. It is made up of volunteers, most of them over 65. It is a dedicated group that has struggled to build a center and to get a program started.

Description of the Program

The project is a multi-purpose program for the elderly, the central core of which is the existing senior activity center in the county seat. The services described as separate elements of this project were designed and developed to improve diet and health practices, prevent serious illness, lend support for independent living, and alleviate the living conditions of the older population. Part-time employment for some of the elderly is provided.

The services are organized and administered by the Commission on Aging from the Senior Center in the county seat. Mobile units supply services to the elderly living in other villages and in the county. The services available include:

-- One hot meal a day. Elderly people are employed as cooks, dishwashers and deliverymen.

-- Weekly health clinic, visiting nurse, and classes on nutrition. Because there is no county health department, the project engages a doctor and a nurse. Equipment is rented from the State hospital, 75 miles away.

-- Home repair services to the elderly to keep their homes safe and weatherproof. Older persons are employed in this service.

-- Low cost transportation service to transport the elderly to doctors, dentists, grocery stores.

-- A foster home service maintained by the county welfare department as a special project integrated with the multi-purpose project.

-- Activities, both recreational and educational in the center, and mobile activity program services to outlying villages. The mobile book service, in cooperation with the State Library Commission, brings library facilities, records, and reading materials for the blind to the people who need them.

Planning Committee

The first step of the program was a grant from the County community action agency to the County Commission on Aging, for the development and detailed planning of the project.

The Commission brought into its planning sessions its district sub-committees who represent the village areas, and the Director of the County community action program. More than half the members of these sub-committees are elderly. In addition, the County Commission, the County Welfare Board, and representatives of the churches and voluntary organizations would be included in the planning.

One Hot Meal Per Day

The County Welfare Department estimates that about 300 of the 3,600 older people in the county do not have the proper nourishment, and because of their isolation from grocery stores, their inadequate cooking facilities, and their advanced age, they are unable to provide adequate meals for themselves. The Senior Center prepares hot meals for these persons. The kitchen in the present senior center is not adequate for such a large operation, so the use of the kitchen in a nearby church was acquired to supplement the Center kitchen.

A hot meal is prepared in the kitchen every morning and served at cost. Those who can come are invited to the noon meal. About 10:30 or 11 in the morning, two trucks are loaded with meals for the rest of the participants who live in villages or other parts of the county. In each village a church dining room or other facilities are used as a central dining space for those who are able to walk to the center.

Because a number of the elderly living in the county are unable to come to the villages to eat, volunteers from the churches in the outlying villages take the meals from the trucks when they arrive in the villages and deliver them to the homebound elderly. All delivered meals are packaged in insulated containers so that the meal is kept hot.

Able-bodied elderly citizens are employed in kitchens when meals are prepared. They are also employed as truck drivers. A staff member of the central project organizes volunteers in the village churches. This system of portable meals accomplishes several purposes. The nutrition of the deprived elderly is improved. The social contacts that come about bring emotional statisfaction and uplift to the lonely older person.

Weekly Health Clinic, Nutrition Classes, Visiting Nurse Service

Because there is no county health department, there are no clinics for the the indigent. The medical bills of those on Old-Age Assistance are met through the medical vendor payments under the welfare department.

The welfare department states that many people do not ask for medical assistance until they are very sick, often beyond cure. Those with very low incomes, not eligible for Old-Age Assistance, have no medical assistance. It is believed that preventive health services taken care of under this project improve the health of the elderly, and enable them to stay well longer, thereby avoiding the more expensive medical attention in nursing homes, hospitals, and other institutions.

A doctor and a visiting nurse are engaged as part of the project to conduct health clinics, and counsel and advise the elderly. The nurse makes house calls for those unable to come to the clinic.

At a set hour each week the Senior Center becomes a health clinic to which the elderly can come for examination, counsel, and advice on medical problems. This clinic is staffed by the doctor and visiting nurse. Transportation to and from the clinic is furnished by a volunteer unit organized by a staff member of the project.

The clinic travels twice a month to the other three largest villages in the county. A similar volunteer transportation corps operates to bring those elderly needing assistance from their homes to the mobile clinic. The doctor has organized classes in nutrition and other health services taught by the visiting nurse.

The justification of this element lies in the fact that there is no public health service available to low income adults in the entire county. Until the state and the county move toward the establishment of a county public health unit, the poor elderly must go without medical attention except that which can be certified for Old-Age Assistance recipients.

This element was organized in close cooperation with the four county doctors, the hospital, and the hospital auxiliary, and after advice and consultation with the state health department.

Home Repair Service

Before the project was organized, the welfare department and the Commission on Aging stated that many of the elderly poor could continue to live independently if they had someone to do the necessary small repairs to keep their homes safe and weatherproof. A dozen able-bodied seniors were hired as handymen and paid $1.25 an hour to do small needed repairs. This helped the elderly live independently in their own homes, and supplemented the income of some of the able-bodied older people who cannot find work elsewhere.

The repairmen are engaged on a fee-for-job basis. They furnish their own transportation. The client pays for the work and materials. If this is not possible, the Project and the welfare department work out the financing.

Transportation Service

A low-cost taxi service, employing the elderly, transports persons to doctors, dentists, grocery stores, and other places. This is particularly important in this rural county which lacks a bus service, in that some elderly live far out in the country. Persons engaged in transportation use either their own cars or borrow cars from a local dealer interested in helping the elderly. The Project underwrites the extra cost of liability insurance. Recipients of the taxi service pay a reasonable fee when they are able.

Foster Home Service

In this rural county there are many single elderly persons. There is a shortage of suitable housing. There also is a shortage of nursing home beds in their price range. The project designed a system of foster home care, developed through the cooperation of the welfare department, to take care of the housing shortage.

The project seeks out families with comfortable homes who are willing to take in one or more elderly persons. The elderly have a room of their own, have meals with the family, and enjoy all the family privileges.

It is understood that only ambulatory elderly are placed in this service, and that the family is reimbursed on a systematic scale for room and board. A visiting nurse is available for short-term illnesses.

If the older person is able to pay for the foster care himself, he does. Otherwise, the cost is met through public assistance funds.

The welfare administration inspects and certifies the foster homes. Because many of the elderly live in the country outside the small villages, as many of the foster homes as possible are located in the villages, so the elderly can be near their friends and relatives. It is an economical arrangement because foster home care is cheaper than even the lowest-priced nursing home. It also is more satisfying emotionally and physically because the older person is able to live a normal life in a family atmosphere

Educational and Recreational Activities

The regular program of recreational and educational activities at the Senior Center was expanded as part of the project. This included handicraft, birthday parties, woodwork, music, painting, and other activities designed to make life more meaningful for the elderly. Because only a few of the older people are able to come to the village center day-in-and-day-out, recreational activities were planned for the other five villages in the county.

The volunteers organized through the churches in those villages had means to transport people to the village centers. The facilities of the Grange Hall, the Legion Hall, and village churches were acquired without charge for the mobile recreational and educational program. The State Library Board helped establish a lending library as part of the mobile service. Roving voluntary teachers of handicraft, public affairs discussion, painting, and music are in the regular mobile staff.

Relation to On-Going Agencies

The project was planned and is carried on in cooperation with the county welfare department, which gave birth to the County Commission on Aging, and with the elected County Commissioners. The County community action program agency was also involved in the planning at every step, and proved a valuable resource. It administers funds for the project, and serves as paymaster, relieving the project director of this task.

The advice and cooperation of the school lunch manager and the County Agricultural Agent was sought in setting up the hot meal program. The possibility of qualifying for surplus foods is now being investigated. Local public health officials, the state health department, and the hospital board were consulted on the project.

Evaluation

Testing the effectiveness of the various elements will come at several stages. At the end of six months, the Commission will assess its progress in planning. How many old persons need hot meals? Are the plans for preparing and serving them workable? Records of all services and activities will be kept by the staff after the program is in operation, and a report will be compiled every six months showing: the number of hot meals served; the number of persons served; the number of people visiting the health clinic, referred to hospital, referred to private physician and referred to welfare department; the number visited by the visiting nurse.

Similar reports will be made on all other elements of the project. A close evaluation of the per capita cost of the service will be made.

Involvement of Residents

Elderly persons are employed in and assume most of the responsibility for planning and directing the project.

Cost

Planning and Organization (3 to 6 months)		
One half-time secretary	$ 750	
One half-time staff executive (who might or might not become the project director)	2,000	
Postage, telephone	200	
Mileage, travel allowance and expense allowance of Commission members involved in the planning	240	
Subtotal:		$ 3,190*

Administration of Center (annual costs)		
Project director (¼ time)	$2,000	
Assistant director	6,000	
Secretary (half-time)	1,500	
Telephone, postage, other supplies	250	
Extra liability insurance for all automobiles used in the project	180	
	9,930	

(Center and office space and office equipment to be supplied locally).

(One half of total, as Center will be in operation only 6 to 8 months during the first year).

Subtotal:		$ 4,965

Hot Meals		
New equipment in center kitchen (Stove, refrigerator, coffee makers, 10 extra card tables for dining, etc.)	$ 600*	
Rental of supplementary kitchen in nearby church	240	
Containers and equipment for carrying hot meals (similar to those used by airline caterers--200)	1,300*	
Trucks (2)	4,000*	
Manager of meal service	4,000	
4 Assistants (5 hrs. per day)	7,500	
Subtotal:		$17,640

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*Non-Recurring costs

Health Service		
Doctor (half-time)	$7,000	
Visiting and Clinic Nurse (full-time)	6,800	
Rental and health maintenance clinic equipment (in addition to items available from State Public Health Service)	1,800	
Subtotal:		$15,600
Home Repair Service		
No additional cost to project.		
Transportation		
Additional cost of owners' liability insurance paid by project 3@ $60	180	
5¢ per mile driven (½ of it is paid by client, the other half by project; driver gets .10 a mile driven)	900	
Subtotal:		$ 1,080
Foster Homes		
No additional cost to project except cost of cooperating with welfare department in selection and inspection of homes (3000 miles @ .08 per mile plus $25 for supplies)		
Subtotal:		$ 265
Activities		
Administrative staff responsible for the activities program with assistance of 3 part-time older persons with income below $2,500		
Subtotal:		$ 3,750
Total Non-Recurring Costs:		$ 9,090
Total Yearly Recurring Costs:		$37,400
GRAND TOTAL:		$46,490

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*Non-Recurring Costs

March 18, 1965

VIII. PROGRAMS FOR THE AGING

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